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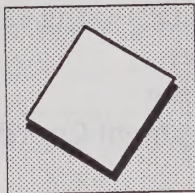
Downtown Specific Plan

Adopted June 1993

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City of San Mateo Downtown Specific Plan *Adopted June 1993*

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16. Building Height and Bulk Plan
17. Downtown Historic Preservation Plan
18. Circulation and Parking Plan
19. District Boundaries

Technical Appendices (contained in separate documents available at the City of San Mateo, Planning Division)

1. Community Workshops #1 Summary Report
2. Community Leader Interviews Summary Report
3. Land Use and Economic Development Background Report (April 14, 1992)
4. Downtown Market Analysis (Retail, Office and Residential) prepared by the Housing and Economic Development Division
5. Downtown Urban Design Background Report (May 11, 1992)
6. Downtown Historic Preservation Background Report (May 11, 1992)
7. Downtown San Mateo Historic Buildings Survey Summary
8. Downtown Specific Plan Update: Economics of Historic Preservation
9. Supplemental Downtown Historic Preservation Issues Report Prepared for the June 22, 1992 Study Session (June 11, 1992)
10. Downtown Circulation and Parking Background Report (June 18, 1992)
11. Circulation and Parking Technical Report No. 1: Level of Service Methodology and Existing Conditions
12. Circulation and Parking Technical Report No. 2: Parking Standards for Multi-Family Residential Uses
13. Circulation and Parking Technical Report No. 4: Traffic Mitigation Report
14. Circulation and Parking Technical Report No. 5: Analysis of Proposed Circulation Revisions

15. Central Parking Improvement District (CPID) Technical Report
16. City Council/Planning Commission Study Session Summary
17. Community Workshops #2 Summary Report
18. Policy Direction Report
19. Community Workshops #3 Summary Report

Chapter 1 Introduction

Purpose

Downs is a major urban area in the 70 blocks and is bounded by Alameda Park, 10th Street, the Mission Creek, US 101, and the San Francisco Bay. The study area encompasses all of the area surrounding the area of the downtown area. The purpose of the Downtown Area Study is to provide a comprehensive study of the downtown area and to provide a comprehensive study of the downtown area. The purpose of the Downtown Area Study is to provide a comprehensive study of the downtown area and to provide a comprehensive study of the downtown area. The purpose of the Downtown Area Study is to provide a comprehensive study of the downtown area and to provide a comprehensive study of the downtown area.



Downtown Study Area

Chapter 1 Introduction

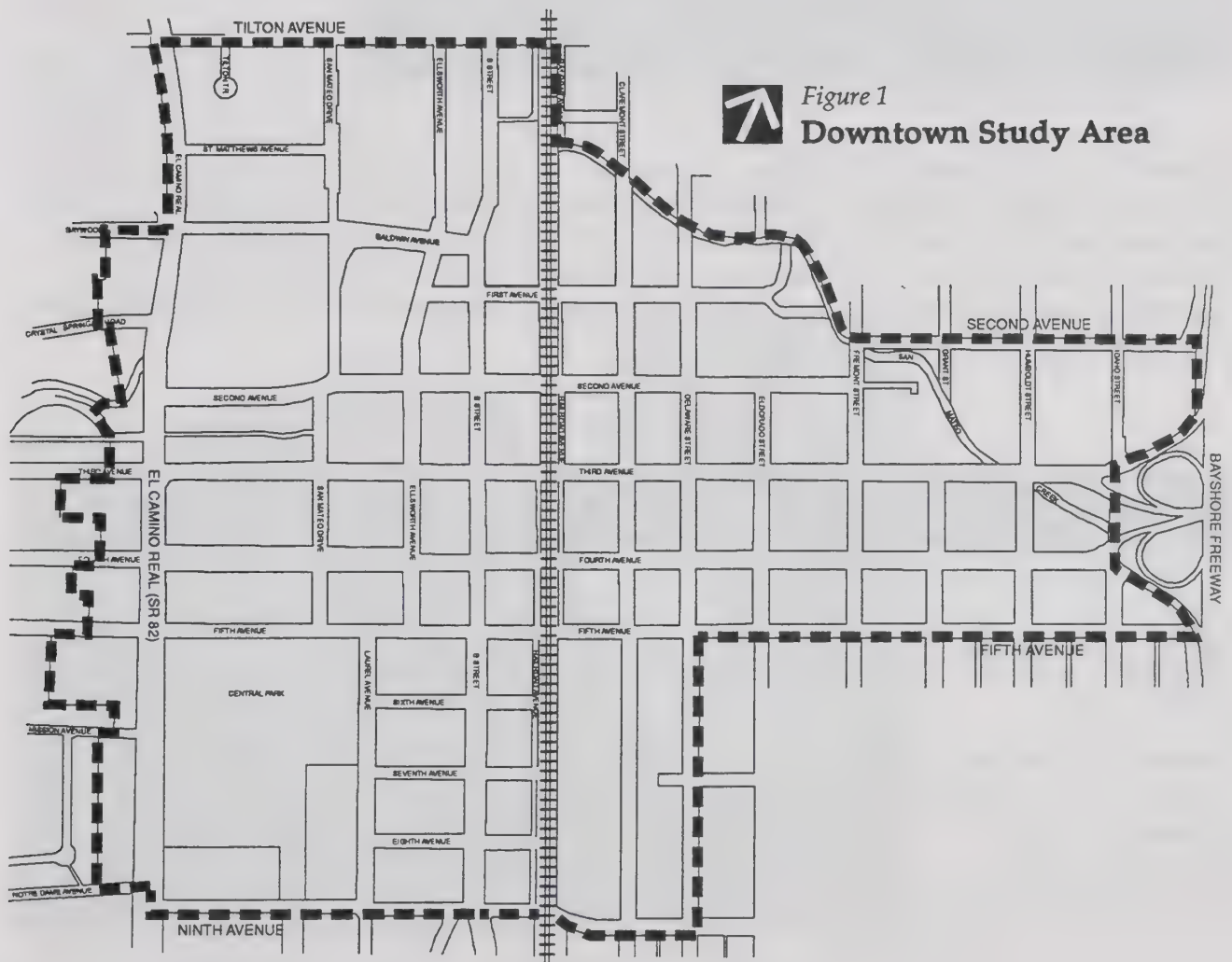
15. Capital Funding Improvement Study (CFIS) Technical Report
16. City Council / Planning Commission Study Session Summary
17. Community Workshop #2 Summary Report
18. Study District Report
19. Community Workshop #3 Summary Report

Chapter 1
Introduction

Chapter 1 Introduction

Purpose

Downtown San Mateo comprises about 70 blocks and is generally bounded by El Camino Real, Tilton Avenue, San Mateo Creek, U.S. 101, Fifth Avenue from U.S. 101 to Delaware and Ninth Avenue from Delaware to El Camino Real. The study area encompasses all of the area traditionally known as downtown plus the area known as the Gateway and portions of adjacent neighborhoods. The purposes of the Downtown Specific Plan update are to evaluate changes which have occurred since adoption of the original 1985 Downtown Specific Plan, to incorporate changes resulting from passage of the voter initiative, Measure H, and to evaluate policy issues affecting the future character of downtown. Figure 1 below shows the downtown study area.



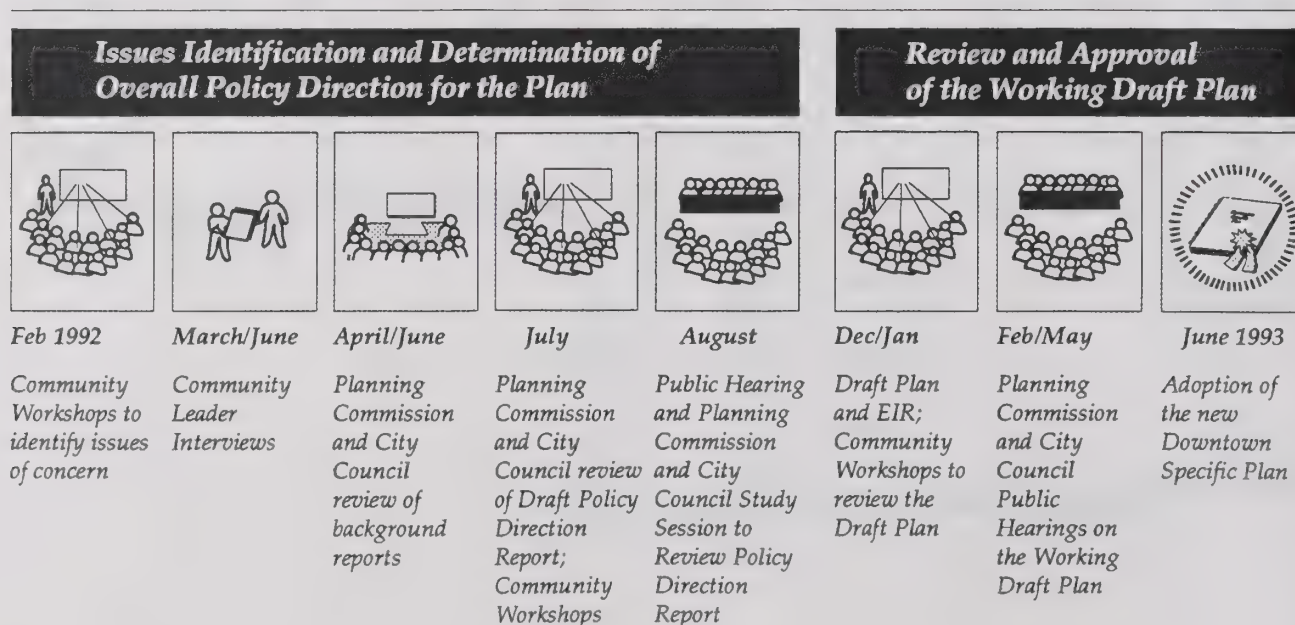


*Community Workshops
Provided Opportunity for
Community Review of Policy
Direction for the Downtown*

Downtown Planning Process

As illustrated by the graphic below, the Downtown planning process used a series of meetings to identify issues and discuss overall policy direction prior to preparation of a Working Draft Downtown Specific Plan. These meetings included community workshops and Planning Commission/City Council study sessions to discuss broad goals and specific policy issues.

Downtown Specific Plan Update Process



Organization of the Downtown Specific Plan

The goals and policies contained in the Downtown Specific Plan are intended to express the future direction of Downtown San Mateo. The Goals and Sub-Area Policy Summary chapter establishes the overall vision of the Plan. This chapter then describes each downtown sub-area and summarizes the major policies affecting that area and the future conditions which will result from implementation of these policies. These sub-area discussions are summaries only and are intended to give a broad overview of the Plan's intent.

The policies to be used for project evaluation are described in separate chapters, beginning with Chapter 3, that deal specifically with the following issues:

Chapter 3: Land Use, Housing and Economic Development;

Chapter 4: Urban Design;

Chapter 5: Historic Preservation; and

Chapter 6: Circulation and Parking.

Each of the policy chapters includes a summary of background information and then lists policies with supporting text to clarify the intent of the policies. These policies are set forth both as written statements and as policy maps. The final chapter of the plan (Chapter 7) includes a listing of public improvements and implementing actions. Potential funding sources are identified and specific actions to implement the goals and policies of the Downtown Specific Plan are listed.



*Benjamin Franklin Hotel
at 36 East Third Avenue*



Corner of Third and
Ellsworth Avenues

Use of the Downtown Specific Plan

The Downtown Plan's intent is expressed in three ways. The first is in the form of statements of goals sought by the community for the downtown. Goals, as presented in the first chapter of the plan, establish the overall vision of downtown.

The second, and more specific aspect of the Downtown Plan, are policy statements. Policies establish a recognized community position on a particular issue or subject. Policies are to be used when evaluating both public and private projects for consistency with the Downtown Plan. Plan policies are set forth both as written statements and as policy maps. These are complementary; the written policies set forth the basic approach or standards to be applied to a proposal while the policy maps show the intended location of written policies. Descriptions of policy intent and implementation follow each policy.

The third part of Downtown Plan consists of implementing programs. Programs are specific actions that the City or other entities intend to undertake to achieve policies and move closer to the community's goals for the downtown. Chapter 7 identifies key implementing actions proposed in the Downtown Plan.



Chapter 2

Goals and Policy Summary

Chapter 2

Goals and Policy Summary

Vision for the Downtown

San Mateo's downtown is continuing to evolve as a new balance of uses is emerging. While traditionally looked upon as a retail center, the focus of downtown is expanding to include cultural, entertainment, office and residential uses. Changes to the downtown's appearance and character will take place in order to accommodate these new uses. Downtown offers the greatest development potential of any area in the City consistent with the intention of enhancing its role as the City's focal point. However, at the same time provisions must be made for downtown's traditional identity and sense of place which make it a unique resource within the community.

Activity in downtown is a key component in any successful approach to strengthening downtown as a social, cultural and economic center of the City. Accomplishing this will require public and private action. For example, establishing more public spaces and encouraging sidewalk activities such as cafes and window displays will create a pedestrian friendly environment, drawing people to downtown. The potential for removal of the Main Street Garage and re-establishment of public activities on this site is another example of the plan's vision of establishing downtown as a major focal point.

The unique ability of downtown to serve a variety of functions - commercial, residential, transportation and institutional - provides an opportunity to enhance downtown's role as the city center. The Downtown Specific Plan is intended to provide those policies which will assist downtown in fulfilling this role.



212 South El Camino Real

The goals contained in this section establish an overall vision for the Downtown Plan. They are based on comments from Community Workshops, the Community Leader Interview process, and the Planning Commission/City Council study sessions.

Overview of Downtown Goals

The comments received at the community workshops and during the community leader interviews were reviewed at the initial Planning Commission/City Council study sessions. Based on input received at these study sessions, a set of general goals was formulated to provide a sense of direction for downtown's future.

1. ENHANCE DOWNTOWN'S ROLE AS THE CITY CENTER AND MAINTAIN ITS UNIQUE SENSE OF PLACE.
2. ENHANCE THE VITALITY AND ACTIVITY OF DOWNTOWN.
3. MAINTAIN AND ENHANCE RETAIL ACTIVITIES IN THE DOWNTOWN.
4. PROVIDE HOUSING OPPORTUNITIES DOWNTOWN, INCLUDING AFFORDABLE HOUSING OPPORTUNITIES.
5. MAINTAIN AND ENHANCE DOWNTOWN'S OVERALL GOOD MIX AND DIVERSITY OF USES.
6. ENHANCE THE SAFETY AND ATTRACTIVENESS OF DOWNTOWN AND ITS ENTRYWAYS.
7. PROTECT KEY LANDMARKS AND THE HISTORIC CHARACTER THAT EXISTS IN PARTS OF DOWNTOWN.
8. FACILITATE EASE OF ACCESS WITHOUT IMPACTING DOWNTOWN'S CHARACTER AND SENSE OF PLACE.
9. ENSURE ADEQUATE PARKING TO MEET EXPECTED NEEDS, ENHANCE THE QUALITY OF THE PARKING ENVIRONMENT, AND IMPROVE PUBLIC PERCEPTIONS ABOUT PARKING AVAILABILITY.
10. ENHANCE THE FISCAL IMPORTANCE OF DOWNTOWN TO THE CITY AS A WHOLE THROUGH PUBLIC AND PRIVATE INVESTMENT.

Goal Statements

The Downtown Plan goals establish a framework for specific policies which pertain to new downtown development as well as preservation of existing downtown resources. These goals help describe the major proposals of the Downtown Plan:

1. ENHANCE DOWNTOWN'S ROLE AS THE CITY CENTER AND MAINTAIN ITS UNIQUE SENSE OF PLACE.

Downtown San Mateo possesses a traditional downtown image, including an informal, cozy atmosphere. Key landmarks and landscaping in the form of street trees, San Mateo Creek and Central Park contribute to downtown's unique character. The Downtown Plan seeks to establish the downtown as the clear focal point of the City by encouraging uses that help define downtown's sense of place, such as cultural and public facilities and also by promoting continued support of retail uses.

2. ENHANCE THE VITALITY AND ACTIVITY OF DOWNTOWN.

The Downtown Plan seeks to increase foot traffic and maintain sidewalks as a comfortable outdoor environment. Encouraging sidewalk uses, such as cafes and pedestrian sitting areas, promotes the pedestrian activity and multiple destination trips to the downtown. The Downtown Plan seeks to encourage nighttime activities and make downtown active beyond the normal work day hours. Improving and increasing the number of cultural and entertainment facilities downtown will assist in this effort. The Downtown Plan calls for the establishment of linkages between the downtown core and other surrounding areas, especially to Central Park and areas east of the railroad tracks, thereby further encouraging pedestrian trips to and within the downtown.

3. MAINTAIN AND ENHANCE RETAIL ACTIVITIES IN THE DOWNTOWN.

Downtown San Mateo provides a quality retail alternative to shopping malls due to the friendliness of people and retailers, diversity of uses, traditional downtown character, and presence of places for residents and workers to eat, shop or just walk. The Downtown Plan seeks to enhance the unique retail environment of downtown by maintaining retail continuity along street frontages in the downtown core and by clearly defining the retail uses permitted. Policies to maintain a diversity of retail uses and balance downtown's function as both a neighborhood and regional retail area are included in the plan.

4. PROVIDE HOUSING OPPORTUNITIES DOWNTOWN, INCLUDING AFFORDABLE HOUSING OPPORTUNITIES.

Downtown provides a housing opportunity, including affordable housing, of City-wide importance. More housing also supports downtown retail stores.

5. MAINTAIN AND ENHANCE DOWNTOWN'S OVERALL GOOD MIX AND DIVERSITY OF USES.

The Downtown Plan seeks to maintain and improve on the wide range of services available downtown, including Mills Hospital and medical services, banks, Central Park, post office, churches and other major institutions. Retail stores and housing uses are also important uses. Uses that help define and enhance downtown's sense of place (especially cultural and public facilities) are particularly desirable.

6. ENHANCE THE SAFETY AND ATTRACTIVENESS OF DOWNTOWN AND ITS ENTRYWAYS.

Downtown's grid street pattern allows for interesting views of the downtown, Central Park, surrounding neighborhoods and natural amenities. The Downtown Plan calls for maintaining access to sunlight on streets and sidewalks and providing a continuity of street trees. Policies in the plan will improve downtown entryways, including the Gateway and El Camino Real.

Improved lighting and rehabilitation of neglected properties will enhance the perception of a safe downtown environment. Street, sidewalk and street tree maintenance also contribute to an attractive, pleasant downtown.



Illustration of Storefront Improvements

7.

PROTECT KEY LANDMARKS AND THE HISTORIC CHARACTER THAT EXISTS IN PARTS OF DOWNTOWN.

The downtown is of particular importance with respect to historic resources. The areas along Third Avenue and B Street contain the largest concentration of historical structures within the downtown. This sense of history within the downtown adds to its unique sense of place. However, there is the need to balance historic preservation with the need for new development.

The Downtown Plan encourages protection of landmarks which are an essential part of downtown San Mateo's historic character. Policies encourage development but ensure that new buildings are in scale and compatible with the existing downtown form.

8.

FACILITATE EASE OF ACCESS WITHOUT IMPACTING DOWNTOWN'S CHARACTER AND SENSE OF PLACE.

While good access should be provided to and from the freeway and El Camino Real the noise, air quality and safety impact of traffic should be minimized. Convenient vehicular and pedestrian access for shoppers and visitors needs to be provided while still maintaining downtown's traditional design character. Additionally, downtown vehicular access should not cause serious adverse impacts on neighboring residential areas.

The downtown provides opportunities to capitalize on the use of transit to and from the downtown by bus and train. Railroad access can be enhanced by relocation of the train station to the north. This relocation of the station would also eliminate conflicts between autos and the train during stops at the downtown station.



*B Street Looking South
at Baldwin Avenue*

9. ENSURE ADEQUATE PARKING TO MEET EXPECTED NEEDS, ENHANCE THE QUALITY OF THE PARKING ENVIRONMENT, AND IMPROVE PUBLIC PERCEPTIONS ABOUT PARKING AVAILABILITY.

Downtown parking should be efficiently arranged so as to minimize the space devoted to parking but also meet demand. Customers need to be aware of the location and availability of parking facilities. Safety, access, and lighting improvements will increase use in some underutilized areas.

The Downtown Specific Plan calls for the provision of additional public parking where there are identified shortages, such as in the North B Street area. All-day parkers, mainly employers and employees, should park in facilities outside the downtown retail core to increase short-term space availability for customers and visitors. Related policies to encourage carpooling and transit use by employees will assist in reducing parking demand.

10. ENHANCE THE FISCAL IMPORTANCE OF DOWNTOWN TO THE CITY AS A WHOLE THROUGH PUBLIC AND PRIVATE INVESTMENT.

The sales tax generated by the downtown is of importance to the City as a whole. Quality public services, consistent planning and adequate infrastructure (streets, parks, sewer and water) will help to ensure the economic prominence of downtown.

Since most of the downtown is in a the Redevelopment Project Area, the Redevelopment Agency needs to be kept as an active participant in achieving downtown goals, particularly in the use of tax increment funds.

Downtown Sub-Areas Summary

Sub-areas in downtown San Mateo are diverse, ranging from the higher intensity, more urban character of the retail core, to the more suburban feel of the surrounding neighborhood and service commercial areas and residential areas adjacent to the retail core. This portion of the Downtown Specific Plan provides an overview of policies as they relate to the Downtown Sub-Areas shown on Figure 2 to the right. Downtown Sub-Areas include:

- (1) Downtown Retail Core
- (2) Main Street Garage/Train Station
- (3) North B Street/Tilton
- (4) Central Claremont

- (5) South Claremont
- (6) Gateway
- (7) Central Park
- (8) West El Camino

This section is a summary only, the specific issue policies in Chapters 3-7 should be used to evaluate a project's conformance with the Downtown Specific Plan. The discussion on the following pages describes each sub-area, including general background information on the area and expected future conditions. Summary policy maps for each sub-area are also included showing key plan recommendations as they would affect the sub-area.

 **Figure 2**
Downtown Sub-Areas



DOWNTOWN RETAIL CORE

Background

The downtown retail core extends from Fifth Avenue to Second Avenue between El Camino Real and the Railroad. Third Avenue, Fourth Avenue and B Street are the primary retail streets. Some large vacant, underutilized parcels (including the Levy Brothers site on Fourth Avenue and the St. Matthews site on Third Avenue) break up the continuity of the retail core. Market studies indicate that there is limited demand for additional retail space; most future development will occur from reuse or redevelopment of existing space. Mills Hospital, the Main Street Garage and site for the relocation of the train station (see next sub-area discussion) are also included in this sub-area.

Future Conditions

Downtown Specific Plan policies support the retail core shopping area by requiring retail uses along 2nd, 3rd and 4th Avenues, San Mateo Drive, Ellsworth and B Street. This will require a good mix of ground floor retail uses that will contribute to retail vitality and downtown's pedestrian oriented environment. Specific policies include:

- a. Allow entertainment and cultural uses, and fast food restaurants in limited instances, in addition to traditional retailing activities.
- b. Develop design guidelines to both recognize existing historic and architectural features of downtown buildings while at the same time allowing for a variety of building design and styles.
- c. Develop design guidelines for Third Avenue and B Street to respect the historic and architectural features of buildings within the proposed historic district.
- d. Maintain sunlight to downtown streets by requiring upper floor building setbacks and expanding the Street Wall Zone to the outlying edge areas of the retail core, north of First Avenue on Ellsworth and B Street, and east of the railroad tracks.
- e. Improve pedestrian linkages to Central Park and provide additional widened sidewalks where adequate parking and circulation can be maintained.
- f. Create a pedestrian park at the B Street ramp to the Main Street Garage.
- g. Support retention of Mills Peninsula Medical Center.



Figure 3

Downtown Retail Core Summary

0 100 200 300 400



CPID Parking Facilities



Historic District and Historic Design Guidelines



Downtown Retail Core and Core Design Guidelines



Close Ramp and Construct B Street Mini-Park



Required Retail Frontage



Mid-Block Pedestrian Connections



Relocated Train Station



Remove Main Street Garage if Replacement Parking Provided

MAIN STREET GARAGE AND TRAIN STATION

Background

The existing train station location forces closure of 2nd through 5th Avenues in downtown when trains are in the station. Both the railroad and the Main Street Garage represent physical barriers between the retail core and the Gateway. Additionally, the Main Street Garage is visually unattractive and obscures businesses along Main Street.

Future Conditions

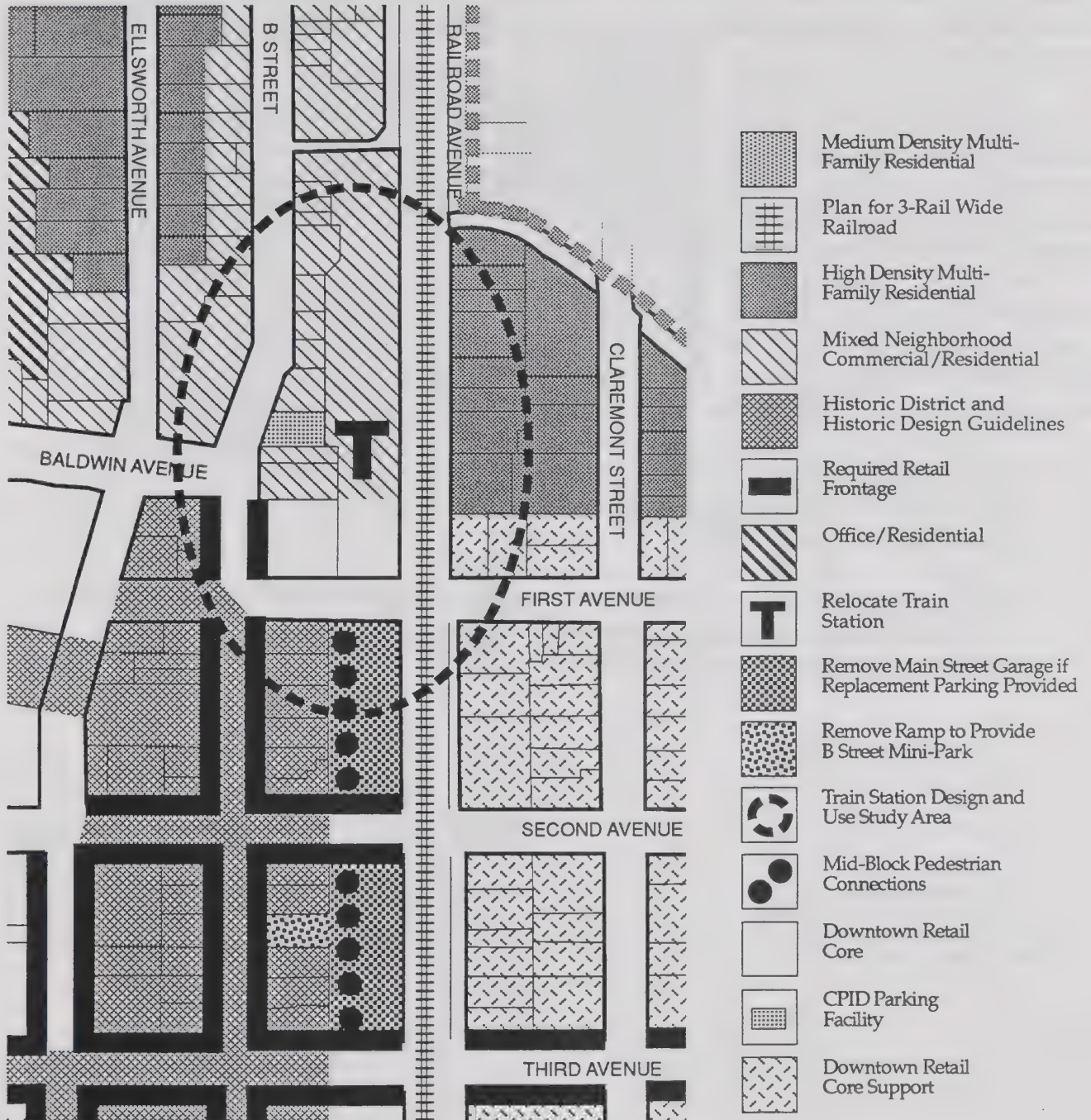
The City seeks to have the train station and parking relocated to the north and thereby reduce the closure of downtown intersections when a train is stopped in the station. Elimination of the Main Street Garage would allow the establishment of a retail pedestrian corridor along Main Street and the provision of public uses (public plaza, library, museum, City Hall, theater). Main Street Garage and Train Station policies include:

- a. Relocate the Train Station north to the existing Caltrain parking lot and identify ways in which the City can expedite the process.
- b. Demolish the Main Street Garage if a viable alternative use is proposed for the site and after replacement parking is provided on the Caltrain site to the north or another nearby site.
- c. In conjunction with relocation of the train station, develop a transit-oriented design plan for the area around the new train station, including the high density residential area designated on the east side of the tracks.
- d. In the short-term, create a pedestrian park at the B Street ramp to the Main Street Garage.



Figure 4

Main Street Garage/Train Station Summary



NORTH B STREET/TILTON AVENUE

Background

Uses north of Baldwin and west of Ellsworth include small scale medical offices along San Mateo Drive, the Peninsula Regent (200+ unit senior citizen project) and the Mills Square mixed use high rise office/residential project with single family homes are located on Tilton Terrace.

Along B Street there is a mix of uses including those continued from the retail core as well as neighborhood commercial uses that serve nearby residential areas. Recent renovation and establishment of new uses, such as Cappellini's restaurant, has been increasing in this area. However, the concentration of restaurants along B Street has been identified as a concern given the lack of parking in the general vicinity.

Future Conditions

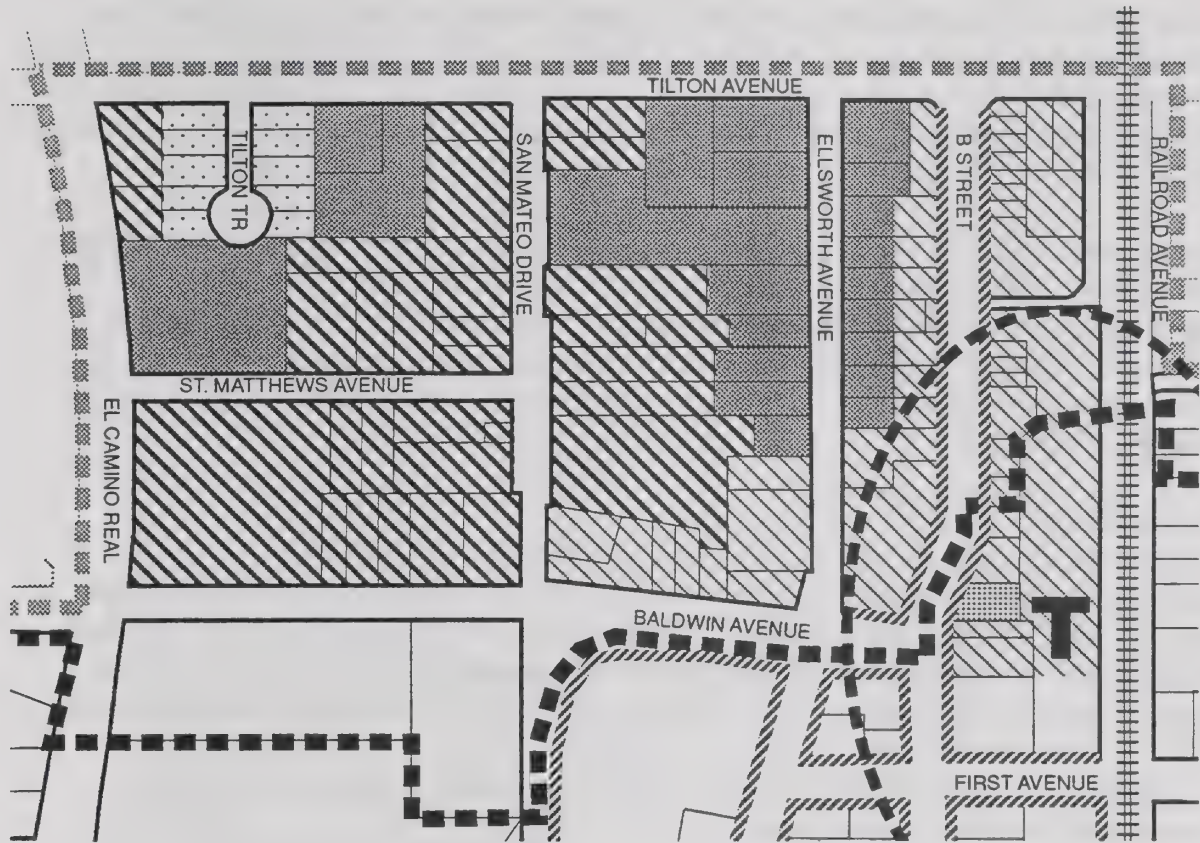
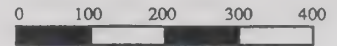
Land use designations in the area will support existing uses, including the neighborhood commercial uses along B Street. The design plan for the relocated train station would encompass a portion of this area. North B Street/Tilton Avenue policies include:

- a. Expand the Primary Benefit Zone of the Central Parking and Improvement District to include B Street and continue to seek additional sites for parking.
- b. Maintain the traditional downtown storefront environment by requiring new buildings be constructed at street property lines similar to downtown core requirements.



Figure 5

North B/Tilton Avenue Summary



Single Family Residential



High Density Multi-Family Residential



Mixed Neighborhood Commercial/Residential



Office/Residential



CPID Parking Facility



Relocated Train Station



Train Station Design and Use Study Area



Uniform Building Line



CPID Primary Benefit Zone (portion of CPID which is within 500-feet of a District parking facility)

CENTRAL CLAREMONT

Background

This area has a variety of uses. San Mateo Creek is the northern most boundary of this sub-area. The northern portion is designated high density residential, but there are substantial non-conforming auto service and repair uses along Railroad Avenue. Third and Fourth Avenues act as an entry to the downtown retail core. Uses in this area are predominantly smaller restaurants, fast food restaurants and service uses. The Third and Fourth Avenue corridor has the potential to link the retail core and Gateway.

The visual appearance of the Claremont area is disordered due to a variety of different types and sizes of buildings occurring at different setbacks, visible storage yards, unscreened parking areas, inconsistent landscape treatments and varying levels of property maintenance. In addition, potential noise and safety impacts of the railroad need to be considered. Future widening of the railroad corridor may eliminate access from Railroad Avenue.

Future Conditions

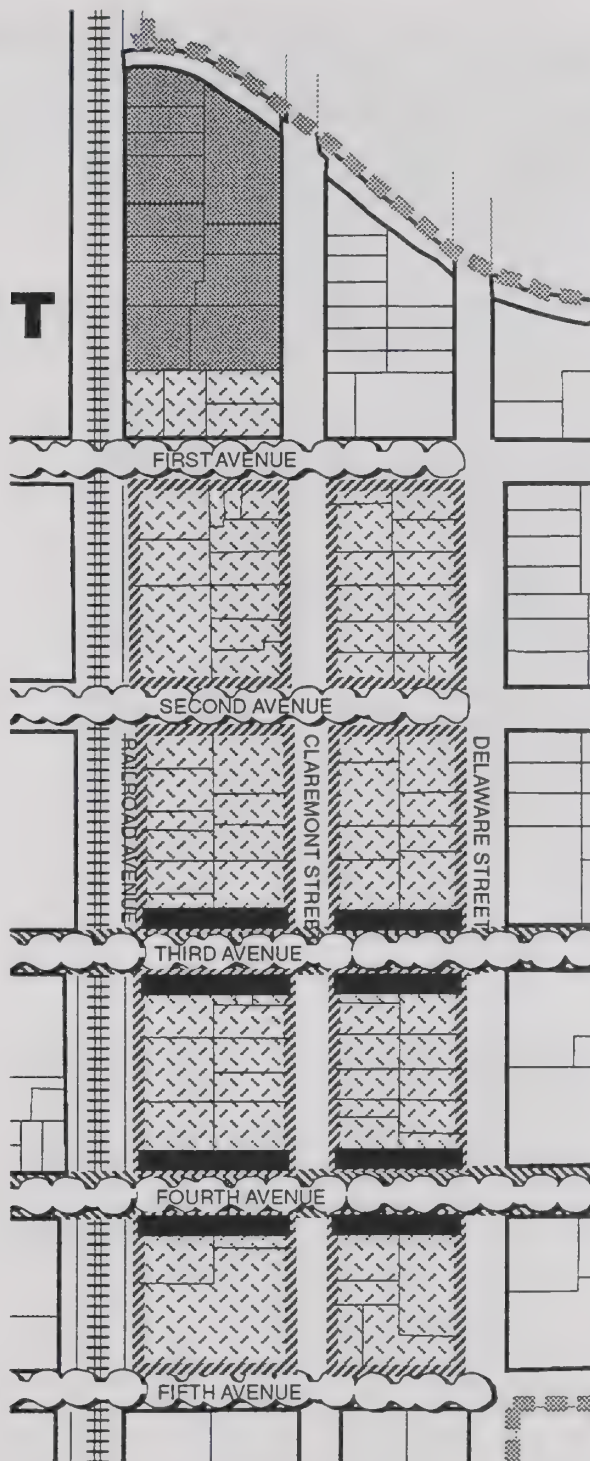
The northern portion of this sub-area is designated for high density residential use because of its proximity to the relocated train station. The rest of the sub-area's land use is designated as Central Business District Support to serve as a link between the Gateway and Retail Core; however, uses not appropriate for an entry to the retail core (such as auto-repair uses) are not permitted. Policies for the Central Claremont sub-area include:

- a. Require ground floor retail uses on Third and Fourth Avenues to link this area with the downtown retail core.
- b. Limit redevelopment of sites with access only to Railroad Avenue in recognition of the possible 3-track railway width.
- c. Require minor front setback for landscaping to improve the appearance of service commercial areas where no uniform building line exists. Storage and parking areas should also be screened from public view.
- d. Use street trees to unify the areas east of the railroad tracks with the Downtown Retail Core.
- e. Establish pedestrian linkages between this sub-area and the Downtown Retail Core.
- f. Require upgrade of properties at the time of any remodels or additions and encourage building renovations and landscaping, support sign controls and active code enforcement.



Figure 6
Central Claremont Summary

0 100 200 300 400



-  Plan for 3-Rail Wide Railroad
-  High Density Multi-Family Residential
-  Downtown Retail Core Support
-  Uniform Building Line
-  Required Retail Frontage
-  Third/Fourth Avenues as Major Downtown Entryways
-  Relocated Train Station
-  Street Trees to Unite the Areas East of the Railroad Tracks

SOUTH CLAREMONT

Background

This area includes both sides of the railroad tracks. Service uses are located on both sides of the tracks and back up to low density residential uses which front onto Delaware Street. The west side of Claremont is made up predominately of offices; however, market analysis indicates a very limited office demand in the future. Potential future widening of the railroad corridor may eliminate access from Railroad Avenue.

Future Conditions

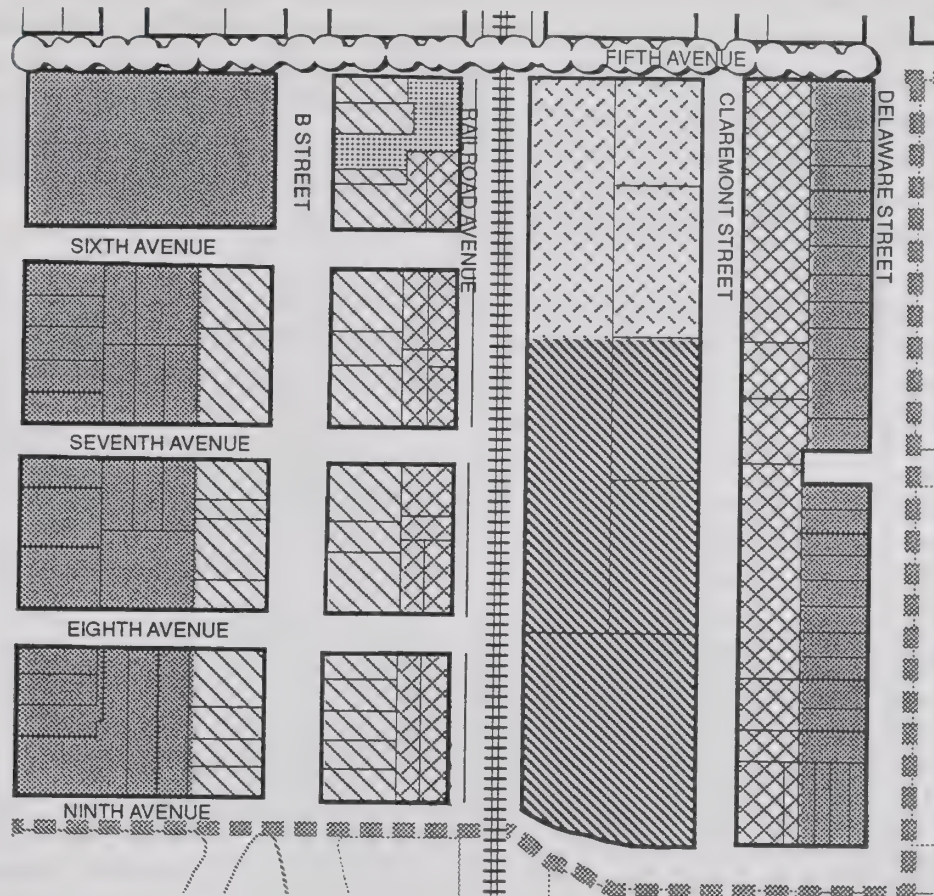
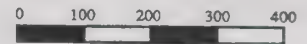
Future land use reflects existing office and auto service uses. The areas designated CBD in the 1985 plan have been changed to Downtown Retail Core Support. Policies for this area include:

- a. Limit redevelopment of sites with access only to Railroad Avenue in recognition of the possible 3-track railway width.
- b. Require front setback for landscaping to improve the appearance of service commercial areas. Storage and parking areas should also be screened from public view.
- c. Use street trees on Fifth Avenue to unify the areas east of the railroad tracks with the Downtown Retail Core.



Figure 7

South Claremont Summary



CPID Parking Facility



High Density Multi-Family Residential



Mixed Neighborhood Commercial/Residential



Auto Support/Service Commercial



Downtown Retail Core Support



Office



Plan for 3-Rail Wide Railroad



Street Trees to Unite the Areas East of the Railroad Tracks

GATEWAY

Background

The Gateway area extending from U.S. 101 to Claremont Street is the main entry to downtown. The area currently provides a poor entryway and transition to the downtown core area. Land uses located between U.S. 101 and Eldorado Street are predominately single family dwellings and smaller scale multi-family dwellings, along with some legal non-conforming commercial uses. The approach to the downtown between Eldorado and the railroad includes a neighborhood shopping center and service uses. To the north and south are lower density residential neighborhoods.

The area suffers from inconsistent building forms and uses, varying degrees of property maintenance, vacant or abandoned parcels, and a lack of definition as to where downtown begins. A substantial number of parcels are held in common ownership; however, redevelopment may not happen soon.

The sites located directly next to the freeway have access that is indirect and difficult, requiring passage through residential neighborhoods. Office or hotel uses are inconsistent with this area's lack of access and the proximity to residential neighborhoods.

Future Conditions

The multi-family residential character of the area will be maintained and extended to include those blocks directly adjacent to U.S. 101, which are designated for office/hotel in the 1985 plan. Development of City-wide design guidelines for multi-family residential projects is needed to address concerns regarding compatibility between new construction and existing neighborhoods. Requiring that all new development along Third And Fourth Avenues be built to a consistent building setback line and providing street trees will help to create a more consistent, positive transition from the Gateway to the retail core. Gateway policies include:

- a. Designate the northern and southern portions of the Gateway as low density and medium density multi-family residential in order to achieve a transition to adjacent neighborhoods and provide a buffer to high density residential designated areas.
- b. Provide an entry feature to the Gateway and downtown in the vicinity of the 3rd Avenue/U.S. 101 interchange off-ramp. This can be accommodated at the City's park site at 3rd/Humboldt or on the vacant parcel east of Humboldt between 3rd Avenue and San Mateo Creek.
- c. Protect and utilize the open space and natural qualities of San Mateo Creek.

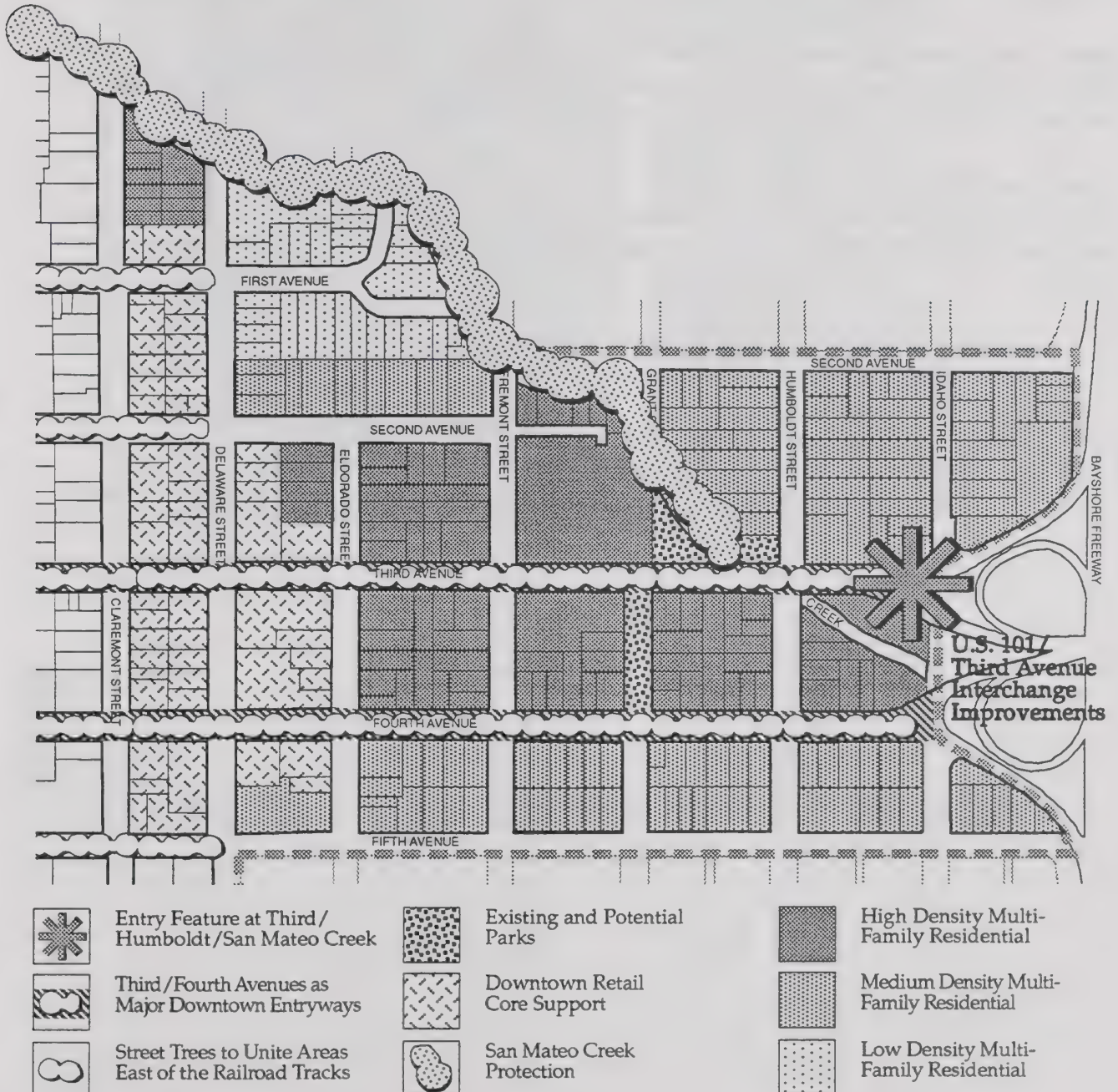
- d. Support the Third Avenue/U.S. 101 Interchange improvements which are needed to mitigate existing and future traffic conditions.
- e. Allow the non-conforming nursery at Third/101 to expand as a special use.



Figure 8

Gateway Summary

0 100 200 300 400



CENTRAL PARK

Background

The focal point in this sub-area is Central Park itself, which provides a variety of recreation uses. The main image of the park from Downtown is along Fifth Avenue, where the view ranges from improved landscaping at the corner of Laurel to the tennis court parking garage and back side of the baseball bleachers. The mature landscaping and architectural fence along El Camino Real help Central Park contribute to the "traditional" character of downtown San Mateo.

Multi-family housing is located on the blocks east of Central Park, including two senior citizen residential projects, Park Towers and the Stratford. This subarea also includes neighborhood serving retail and service uses along B Street.

Future Conditions

Central Park will be retained as an open space and recreation use. The residential and neighborhood commercial parts of the sub-area will remain. Central Park policies include:

- a. Improve pedestrian linkages between the downtown and Central Park.
- b. Use architectural improvements and landscaping to improve the view of the park from downtown along Fifth Avenue.



Figure 9
Central Park Summary

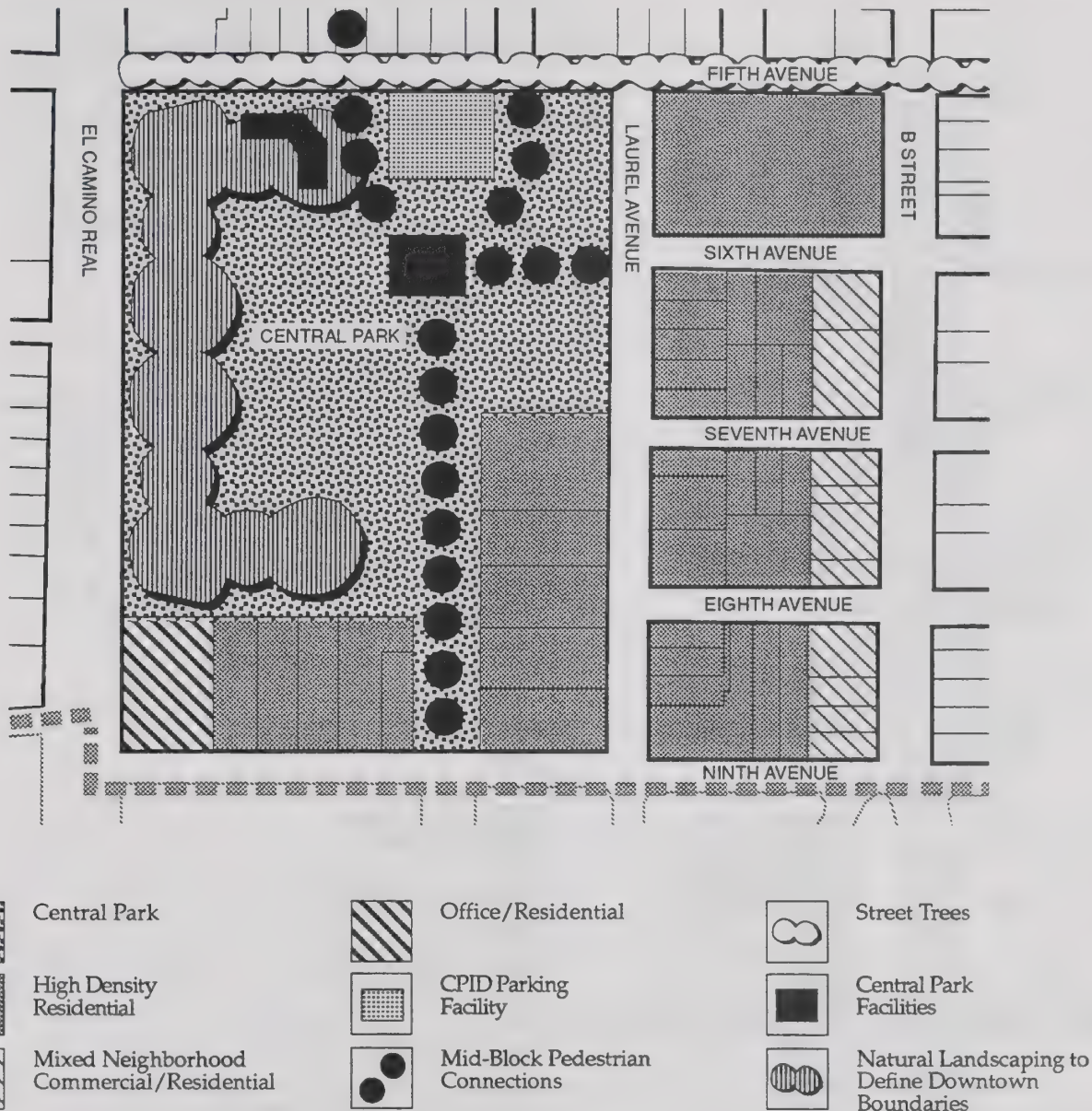
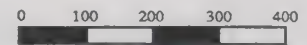
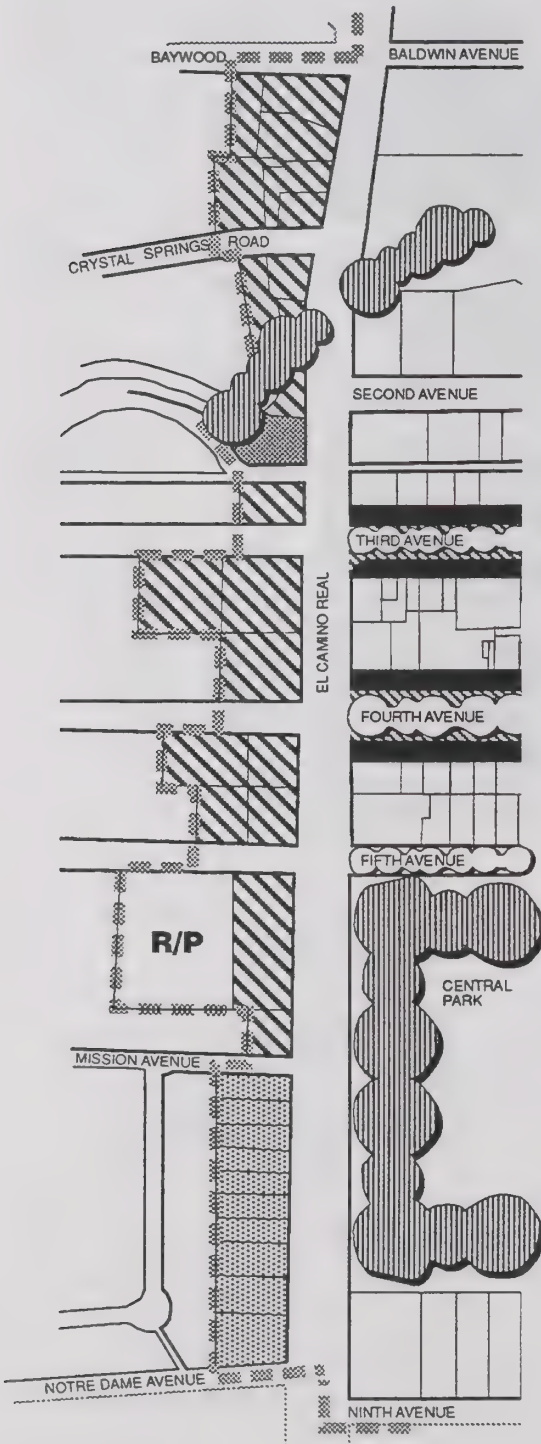




Figure 10

West El Camino Summary

0 100 200 300 400



WEST EL CAMINO REAL

Background

This sub-area contains high rise offices and accessory parking in the vicinity of the retail core. Multi-family residential uses are located in the southern portion of the sub-area, while smaller scale commercial uses and offices are located to the north. The subarea provides a transition between the Baywood residential neighborhood to the west and the downtown.

Future Conditions

Most existing land uses will remain. Parking standards for multi-family residential developments would be increased to Citywide standards in this area due to the distance to City parking facilities located on the other side of El Camino Real. South of Mission Drive, residential densities would be reduced from high to medium due to its proximity to the Parrot Park residential neighborhood.

- | | |
|---|---|
|  | Residential/Parking |
|  | High Density Residential |
|  | Office/Residential |
|  | Medium Density Residential |
|  | Required Retail Frontage |
|  | Third/Fourth Avenues as Major Downtown Entryways |
|  | Natural Landscaping to Define Downtown Boundaries |



Chapter 3

Land Use, Housing and Economic Development

Chapter 3

Land Use, Housing and Economic Development

Background

Downtown San Mateo is an old and important business community in the County. Despite the growth of other business and retail centers in San Mateo County and other parts of the City, it remains an important center for finance, real estate, professional services and medicine. It is also an important shopping area for San Mateo and the mid-county area. However, the development of new office complexes and regional shopping centers in other parts of the City and in other communities have produced substantial competition for business activities which might otherwise locate in downtown and for customers who might otherwise shop there.

The downtown comprises 70 blocks, with major uses including professional and medical offices (1,428,500 square feet), retail and service uses (1,269,300 square feet) and residences (1,990 units). The area includes Mills Hospital and Central Park. Access to the downtown is provided by El Camino Real and Third and Fourth Avenues from Highway 101.

An estimated 8,800 people are employed in downtown, concentrated primarily in retail trade (2,000), health services (2,300) personal, professional and other services (2,200) and finance, insurance and real estate (1,000). Downtown San Mateo is also home to over 4,000 residents. It has the potential to accommodate more residents and to meet the housing needs of those who live and work, or would like to live and work, in San Mateo. Housing accounts for the greatest amount of downtown land and the largest amount of building floor area of any downtown land use, with over 2 million square feet.



*Medical Arts Building at
205-221 East Third Avenue*

Downtown San Mateo offers substantial attractions to businesses and consumers and has not suffered the decline of many older downtowns in cities of similar size throughout the country. Market and development opportunities are present to ensure its future. Downtown is also the location of one of the City's major parks-Central Park; a key open space resource-San Mateo Creek; and two fire stations. The Main Library is one block away.

Key Findings of the Background Analysis



a. Downtown Retail Activity is Healthy. Overall, downtown is performing fairly well from a sales perspective in the market it currently serves.

Opportunities for retail improvements are more qualitative in nature (better tenant mix) than quantitative (demand for new space). After accounting for the anomaly of the vacant Levy Brothers building at Fourth and B Street, the 6.5% vacancy rate is low relative to national standards for downtowns.

b. Limited Additional Retail Demand Space. There is insufficient market demand to support a measurable increase of retail space in the retail core over and above the existing 550,000 square feet. New retail development will likely replace existing obsolete space.

c. Strong Housing Demand. Demand for downtown housing will be strong for the foreseeable future. New market rate development will most likely be ownership housing as opposed to rental.

d. Land Assembly Constraints. The primary constraint to downtown housing will be the high cost and time requirements for land assembly.

e. Reduced Office Demand. The downtown as well as the City as a whole will capture substantially less office demand than was estimated when the 1985 Specific Plan was adopted. At most, the downtown can expect 192,000 square feet of new office by 2005, rather than 350,000 square feet by 1995 as originally projected. The office development that does take place will most likely occur after the year 2000.

Land Use, Housing and Economic Development Policies

Downtown Development

LU-1 Land Use Plan. *Adopt a land use plan graphically displaying the intended uses and development intensity/density for all land within the downtown planning area (see Downtown Land Use Plan map).*

LU-2 Land Use Standards. *Adopt the land use categories included in Appendix A defining the range of intended uses and linked to development intensity/density limits.*

The Downtown Land Use Plan (Figure 11) designates specified land uses consistent with downtown goals and policies. Density is expressed as dwelling units per acre while non-residential development intensity is measured by floor area ratio (FAR), the ratio of building floor area to land area.

Commercial Development in the Downtown Retail Core

LU-3 Downtown Core Shopping Area. *Preserve the downtown's core shopping area between Fifth and Second Avenues from El Camino Real to the railroad and allow for its expansion east of the railroad along Third and Fourth Avenues east to Delaware Street.*

LU-4 Required Retail Frontage. *Require the provision of ground floor retail uses with windows on those blocks identified as primary shopping streets in the land use plan. In addition to traditional retailing activities, permit entertainment and cultural uses, and allow fast food establishments in limited instances.*

The requirement that retail be provided on the ground floor is intended to maintain downtown's commercial vitality and continuity within the retail core. This requirement will insure that any new development or reuse of a structure provides for ground floor retail uses. Uses within this area should enhance the pedestrian scale of the downtown core and allow for a compact walking environment in which all shopping opportunities are easily accessible.

LU-5 Cultural and Entertainment Facilities. Encourage the establishment of cultural and entertainment facilities in the downtown core and allow these types of uses to fulfill retail frontage requirements.

Theaters, cinemas, bars and restaurants make downtown more attractive at night. These types of facilities will promote the nighttime use of downtown, as opposed to use primarily during the working day, and will be encouraged by allowing them to fulfill ground floor retail frontage requirements.

LU-6 Development of Vacant, Underutilized Parcels. Encourage development of large vacant, underutilized sites which break up the continuity of the retail core.

Large vacant, underutilized parcels within the retail core, such as the St. Matthew's site on Third Avenue and the Levy Brothers Building on Fourth Avenue, break up retail continuity on primary downtown streets to the detriment of downtown economic health and vitality. Development of these sites will not only have direct economic impacts generated by projects themselves, but also contribute to the overall downtown shopping environment. The City and Redevelopment Agency should pursue steps to encourage development of these sites.

LU-7 Downtown Core High Density/Intensity Development. Encourage the development of high density residential projects and high intensity commercial projects within the downtown core.

Measure H established areas in the retail core which allow building heights up to 75 feet and residential development up to 75 units/acre, which are the highest in the City. This maximum height and density is to be permitted for projects which provide public benefits or amenities substantially greater than code requirements or which provide for protection of key historic structures.

Commercial Development Outside the Retail Core

LU-8 Expansion of Downtown Retail Uses. Require the provision of ground floor retail uses on Third and Fourth Avenues between the railroad and Delaware Street.

The extension of retail uses east of the railroad along Third and Fourth Avenues will provide for additional retail opportunities and establish a

link between the Gateway and the retail core. This policy will prohibit service oriented uses, such as auto repair, which are not appropriate for the entry to the retail core.

***LU-9 Downtown Retail Core Support.** Provide adequate commercial uses to both support traditional downtown (CBD) uses as well as serve adjacent residential neighborhoods.*

The area east of the railroad tracks, generally between First and Fifth Avenues, to Delaware Street is intended to serve as a link between the Gateway and retail core. Commercial uses shall be the same as those generally in the retail core, however, some uses, such as automobile service stations, may be permitted in order to serve downtown employees, customers and residents. Residential uses will also be encouraged in order to provide additional downtown housing opportunities.

***LU-10 Neighborhood Commercial Uses.** Provide adequate neighborhood commercial support for existing and new residential development.*

Neighborhood commercial is designated for those areas adjacent to downtown residential neighborhoods, such as along North B Street and in areas east of the railroad tracks, adjacent to the Gateway. It is intended that these areas provide retail stores and services necessary to serve the day to day shopping needs (such as food stores, drug stores, etc.) of existing and future residents.

***LU-11 Service Commercial Uses.** Permit support service uses within the downtown, but outside the retail core.*

These types of service uses, such as printers, janitorial services, auto repair, wholesaling and warehousing are not dependent on walk-in traffic and do not require a centralized downtown location. Some are not appropriate for the retail core due to the nature of their activities. Two locations for these uses are: (1) Along the west side of the railroad south of Fifth Avenue; and (2) along the east side of South Claremont south of Fifth Avenue.

LU-12 Freeway Nursery Site. *Allow expansion of the existing nursery located on the block bounded by Second Avenue, South Idaho Street and Highway 101, if a Special Permit is approved.*

The existing nursery site is located adjacent to the off-ramp from southbound Highway 101. This use has not generated significant adverse impacts on the adjoining residential neighborhood. Potential expansion through the Special Permit process will allow for reasonable expansion of the nursery if desired, while at the same time considering the impact on the adjacent residential area.

Downtown Office Development

LU-13 Office Development. *Encourage the establishment of offices within the downtown core and surrounding commercially designated areas.*

Office uses are permitted in the downtown to ensure that general office space can be accommodated close to existing office concentrations and close to the retail core, due to the importance of office employment to support downtown retailing.

The downtown core 75-foot height limit and 3.0 FAR maximum, highest in the City, encourage the development of offices above ground floor retail and service uses. East of the railroad tracks, office development is more easily accessed and served by parking. However, due to the proximity of residential neighborhoods, height limits and FAR maximums are below those permitted in the downtown core.

LU-14 Mills Peninsula Medical Center. *Support the retention of Mills Peninsula Medical Center and encourage the continued provision and expansion of high-quality medical care services.*

A significant sector of downtown San Mateo's economic base involves medical services. The Mills Peninsula Medical Center provides a wide range of medical services for the downtown and the City as a whole. The City's policy is to encourage retention of this downtown hospital facility. In order to insure that any future expansion occurs in a comprehensive manner, it is the City's policy (General Plan policy LU1.18 "Major Institutions/Special Facilities") that a master plan be prepared prior to any major expansion of the Mills Hospital complex.

LU-15 Medical Office. Concentrate new medical office development in the areas surrounding Mills Hospital, particularly along San Mateo Drive.

Medical office growth should continue to be centered around Mills Hospital to maintain the importance of this area as a medical center. However, medical uses are also permitted in other downtown locations since market factors make the area surrounding Mills Hospital more attractive for medical offices.

Residential Development

LU-16 Mixed Use Commercial-Residential. Facilitate housing production by allowing multi-family dwellings as part of mixed use developments in all downtown commercial and office land use categories, except areas designated service commercial and parks/open space on the downtown land use plan.

In order to make available additional housing opportunities in the downtown core area to support retailing and to increase nighttime activity, residential activity is encouraged in mixed use developments. In addition, downtown core densities of 75 units/acre, highest in the City, encourages the establishment of residential uses.

LU-17 Gateway Residential. Encourage development of residential uses in the Gateway. Such development shall be compatible with adjacent residential neighborhoods in terms of scale, architectural character and traffic impacts.

The Gateway area has the potential to provide additional housing to meet a variety of housing needs. Maximum densities within the Gateway are 50 units per acre as established by Measure H with heights permitted up to 55 feet. The portions at the north and south borders of this area are designated low density and medium density multi-family due to proximity to lower density neighborhoods as shown on the Land Use Plan Map and Building Height and Bulk Plan Map.

LU-18 Low/Moderate Income Housing. Encourage the development of new very low, low and moderate income housing, through the continued use of available City funds.

Low and moderate income housing in the downtown provides housing opportunities for those who require more affordable housing, such as downtown employees, and provides housing close to available services and retail uses.

Use of tax increment funds received in the downtown redevelopment area must be spent for production of new low and moderate income housing. Priority should be given to use of those funds within the redevelopment area to increase low and moderate income housing resources.

Public Uses

LU-19 Public Facilities. Encourage the establishment of public facilities, such as City Hall and the Main Library, in the downtown.

When funding is available, relocating public facilities, such as City Hall and an expanded Main Library to the downtown should be supported in order to reinforce the image of Downtown as the center of the City and contribute to its economic vitality.

LU-20 Cultural Arts Center. Support the construction of a new Cultural Arts Center in the downtown to accommodate such uses as a performing arts theater, art gallery and museum.

Construction of a Cultural Arts Center would enhance downtown's identity, provide a cultural focal point and facilitate increased arts appreciation by improving community access and awareness.

LU-21 Private Development in Conjunction With Public Facilities. Wherever feasible, encourage private development in conjunction with public facilities, including air rights development and leased space.

Where feasible, private development should be permitted within public facilities, such as parking structures. This includes ground floor retail use in public garages and private office and residential development over or adjacent to public parking. In some cases, sale of air rights could make feasible placement of parking below grade.

LU-22 Central Park. *Retain Central Park in recreational use and limit the extent of accessory commercial uses.*

Central Park is the focal point of the area and is the primary park in the downtown, providing a variety of recreational uses. The Plan retains Central Park in recreational use and limits the extent of accessory commercial uses. The Plan also calls for improving the linkage between Central Park and the downtown core, and improving Central Park's appearance from Fifth Avenue (see Urban Design Policy UD-22).

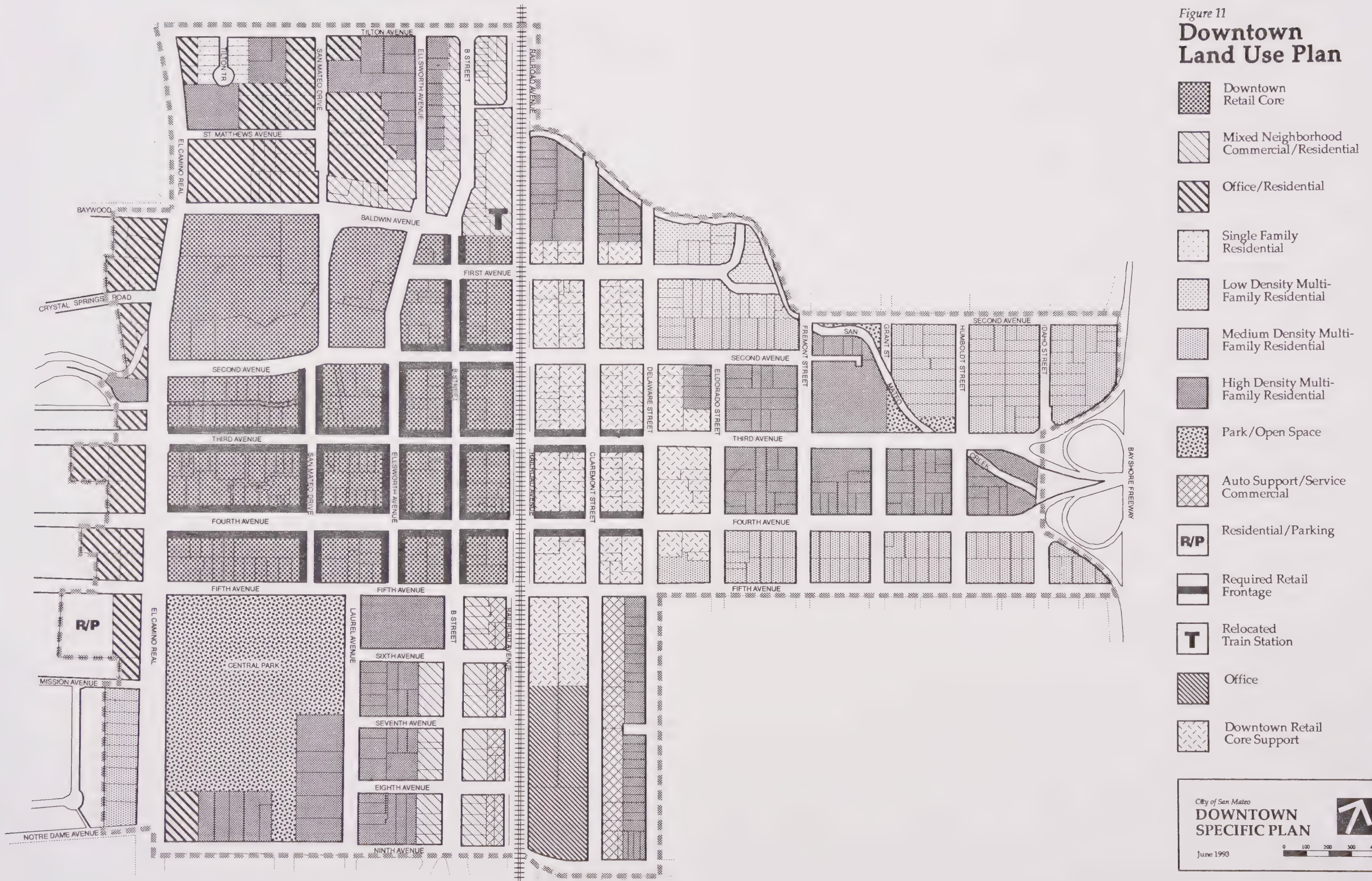
LU-23 Uses Around the New Train Station. *Consistent with Circulation Policy CP-14, recognize the opportunity to create a magnet around the new train station and establish a transit center/mixed use development on the CalTrans and Main Street Garage sites.*

LU-24 Main Street. *Reestablish Main Street as a pedestrian retail corridor and provide public uses (public plaza, library, museum, City Hall, theater). In the short term, create a pocket park at the Main Street Garage ramp at B Street.*

The existing train station forces closure of Second through Fifth Avenues in downtown when trains are at the station. The railroad and Main Street Garage parking structure are barriers between the downtown core and the Gateway. In conjunction with relocation of the train station north of First Avenue, there exists the potential to create a transit center/mixed use development on the CalTrans and Main Street Garage sites. This would both open up Main Street and create a focal point for the area.

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Figure 11
**Downtown
 Land Use Plan**





Chapter 4

Urban Design

Urban Design

Introduction

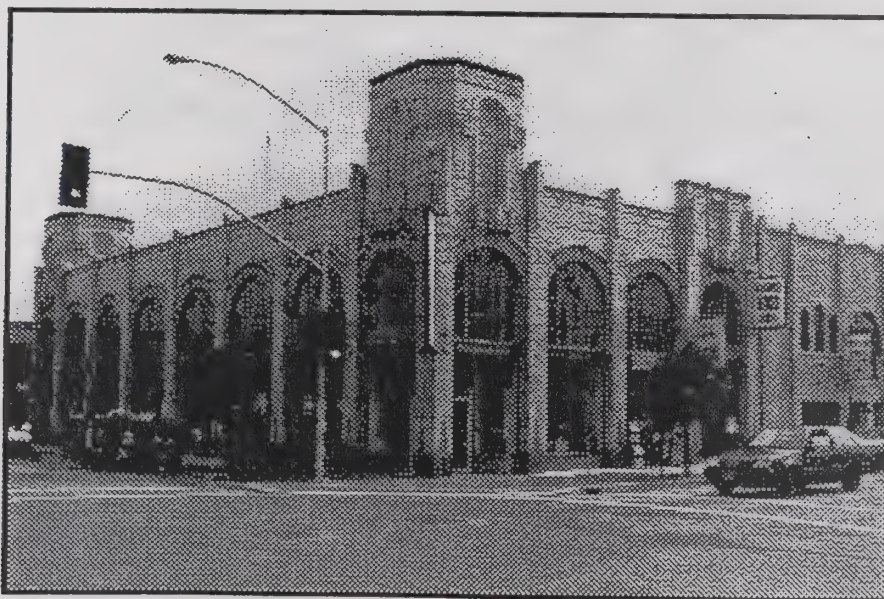
Downtown represents the center of the City and serves as a reference for the image of San Mateo. It is a visual focal point from many points throughout the City as well as a commercial and activity hub, and has connections to other portions of the City via such major corridors as El Camino Real and Third and Fourth Avenues.

On a smaller scale, urban design deals with the development patterns and characteristics of the Downtown. These include the form of buildings, their relationship to the street, architectural character, sidewalks and other open spaces, and landscaping.

Background Description

Downtown San Mateo has an image that is distinct from any other part of the City and different from other cities on the Peninsula. The Downtown has a pattern of almost square blocks with many buildings built on small parcels close to the street. Much development of the Downtown occurred in the earlier part of this century, resulting in buildings with a rich level of detail and, in some areas, a collection of buildings with a historical character. The Downtown is more urban in character than nearby areas.

The core shopping area contains predominantly one to three story buildings with a mix of taller buildings around the perimeter. The Downtown is separated from surrounding residential neighborhoods to the north by the significant vegetation along San Mateo Creek and to the south by Central Park. The strong landscaped character of these borders



201 South B Street

helps to define the urban character of the core area. Additional tree planting would make the pattern of Downtown streets more legible and less visually confusing and would provide substantial visual improvements.

Key Findings of the Background Analysis



a. **Downtown Character.** Downtown San Mateo has a traditional downtown character with many architecturally interesting buildings.

b. **Measure H Changed Height and Floor Area Requirements.** The new vision of the Downtown is of lower, mid-scale buildings.

c. **Upper Floor Setbacks on Taller Buildings.** Stepping back the upper floors of taller buildings helps to maintain access to sunlight and views in the retail core and provide a transition between more intensive uses and surrounding neighborhoods.

d. **Architectural and Historic Character.** A unique sense of place exists in Downtown due to the architectural and historic character of many buildings. This character is strongest along Third Avenue and B Street.

e. **Visual Quality of Downtown.** Parts of downtown could be more visually pleasing, particularly approaches from the Gateway, El Camino Real and areas east of the railroad. The City has an increasing concern about the quality of design in all new improvements.

f. **Linkages between Areas East and West of the Railroad Tracks.** Landscaping, building design and land use could help to link areas east and west of the railroad tracks.

g. **Multi-Family Design Guidelines.** The visual quality of multi-family developments would benefit from design guidelines.

h. **Special Urban Design Study Areas.** Future opportunity exists to create a magnet around the new railroad station. The design relationship between the new transit center and surrounding areas on both sides of the railroad could be considered.

Urban Design Policies

Building Bulk and Height

UD-1 Building Bulk. Control the bulk of tall buildings as per the Building Height and Bulk Plan, to allow views through and out of the Downtown and to provide maximum sunlight to sidewalks and open space.

Both the height and bulk of buildings affect the degree to which views are disrupted; the image of the skyline; and the amount of sunlight reaching the street. In the Downtown core and in the commercial areas along North B Street and east of the railroad tracks to Claremont Street, buildings are required to be constructed to the property line in order to maintain the traditional storefront environment. To allow sunlight to reach the primary pedestrian streets and sidewalks, portions of buildings above the required 'street wall' are to be set back. The Building Height and Bulk Plan (Figure 16) at the end of this chapter designates the streets on which the upper floors of buildings are to be set back, the required street wall height, and the width of the street right-of-way.

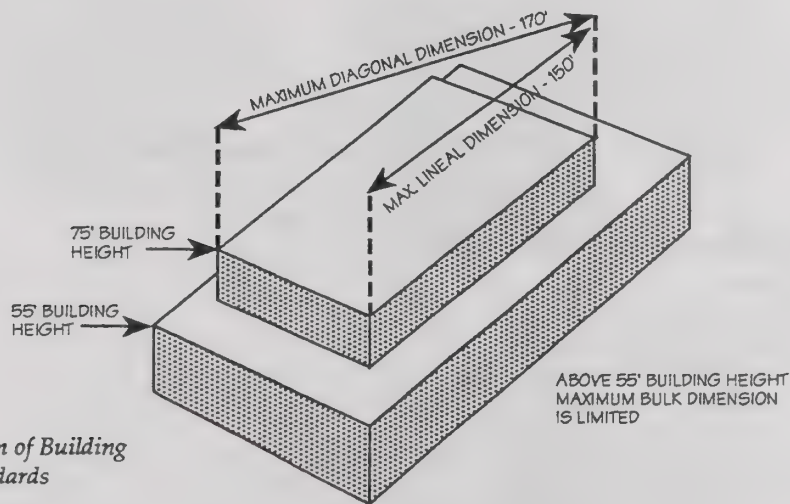


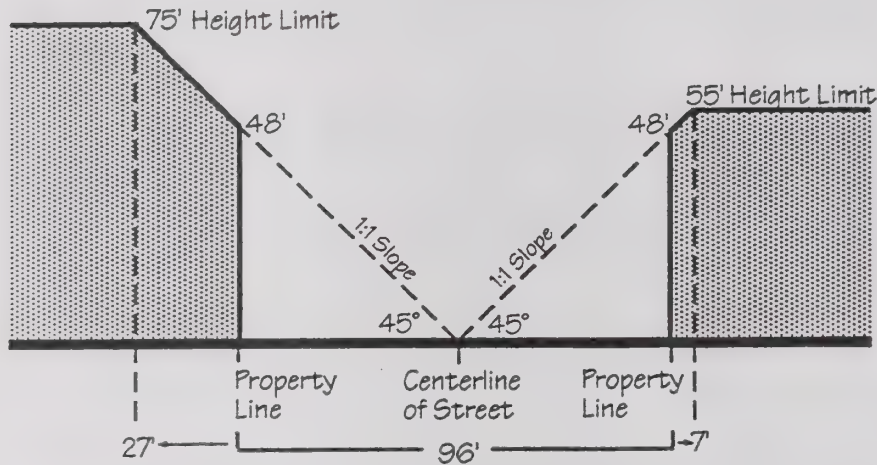
Illustration of Building Bulk Standards

San Mateo's traditional character is reflected in its small lots and often narrow buildings. Building bulk controls limit the horizontal dimension of buildings above 55 feet so that new development is in scale and compatible with the existing pattern of development. Bulk limitations also provide for views between buildings and greater sunlight on sidewalks.

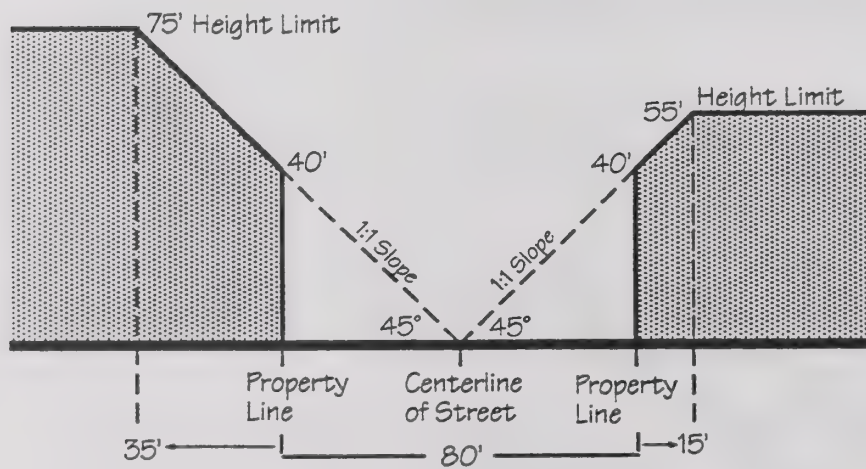
Street Wall Illustrations

Scale 1" = Approximately 50'

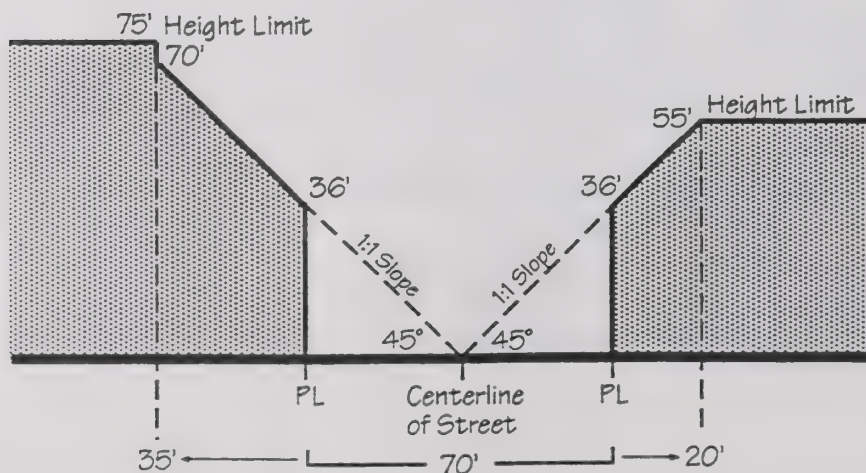
The height of the required street wall is equal to the distance from the street midpoint to the street property line. See Building Height and Bulk Plan (Figure 16).



Typical Street Wall Zone - Street Width 96 Feet



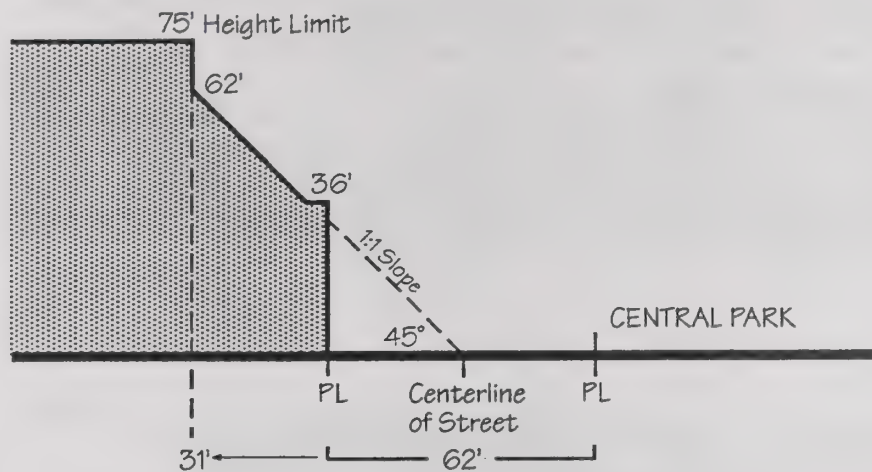
Typical Street Wall Zone - Street Width 80 Feet



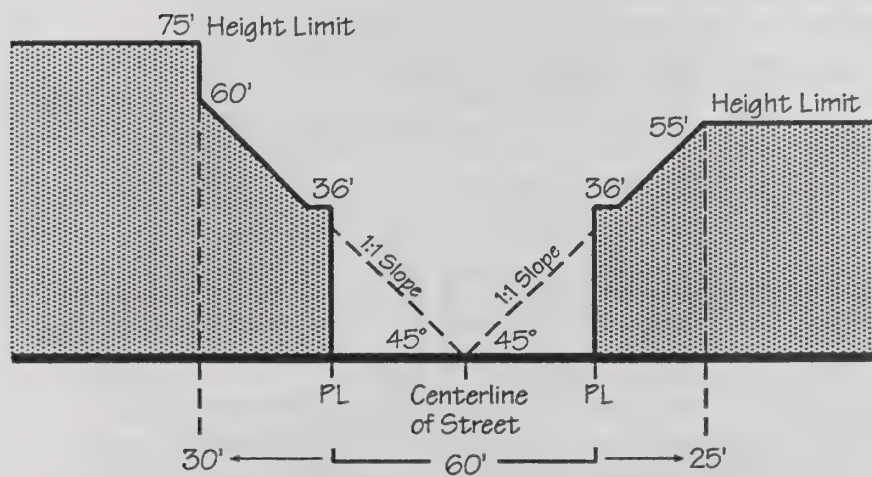
Typical Street Wall Zone - Street Width 70 Feet

Street Wall Illustrations (continued)

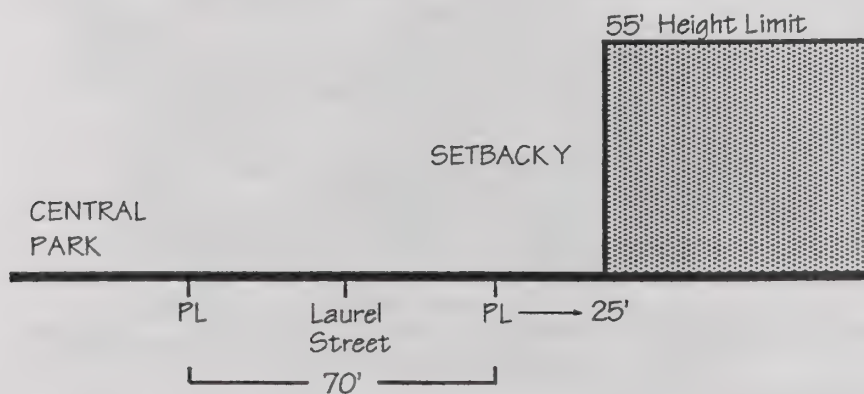
Scale 1" = Approximately 50'



Typical Street Wall Zone - Street Width 62 Feet



Typical Street Wall Zone - Street Width 60 Feet



Setback Requirement - East Side of Laurel Street Between 6th and 7th Avenues

UD-2 Building Heights. *Relate the height of new buildings to the pattern of downtown and to the character of existing and proposed development.*

Building heights in the Downtown are limited to 55-feet in most areas with 75-feet permitted on some sites. However, the existing development pattern of 1 to 3 story building heights throughout much of the Downtown core area may require new development to step down towards some existing buildings in order to be compatible with the pattern of Downtown. This becomes more important where existing buildings are not likely to redevelop due to historical or architectural importance or site constraints.

Downtown Retail Core Character

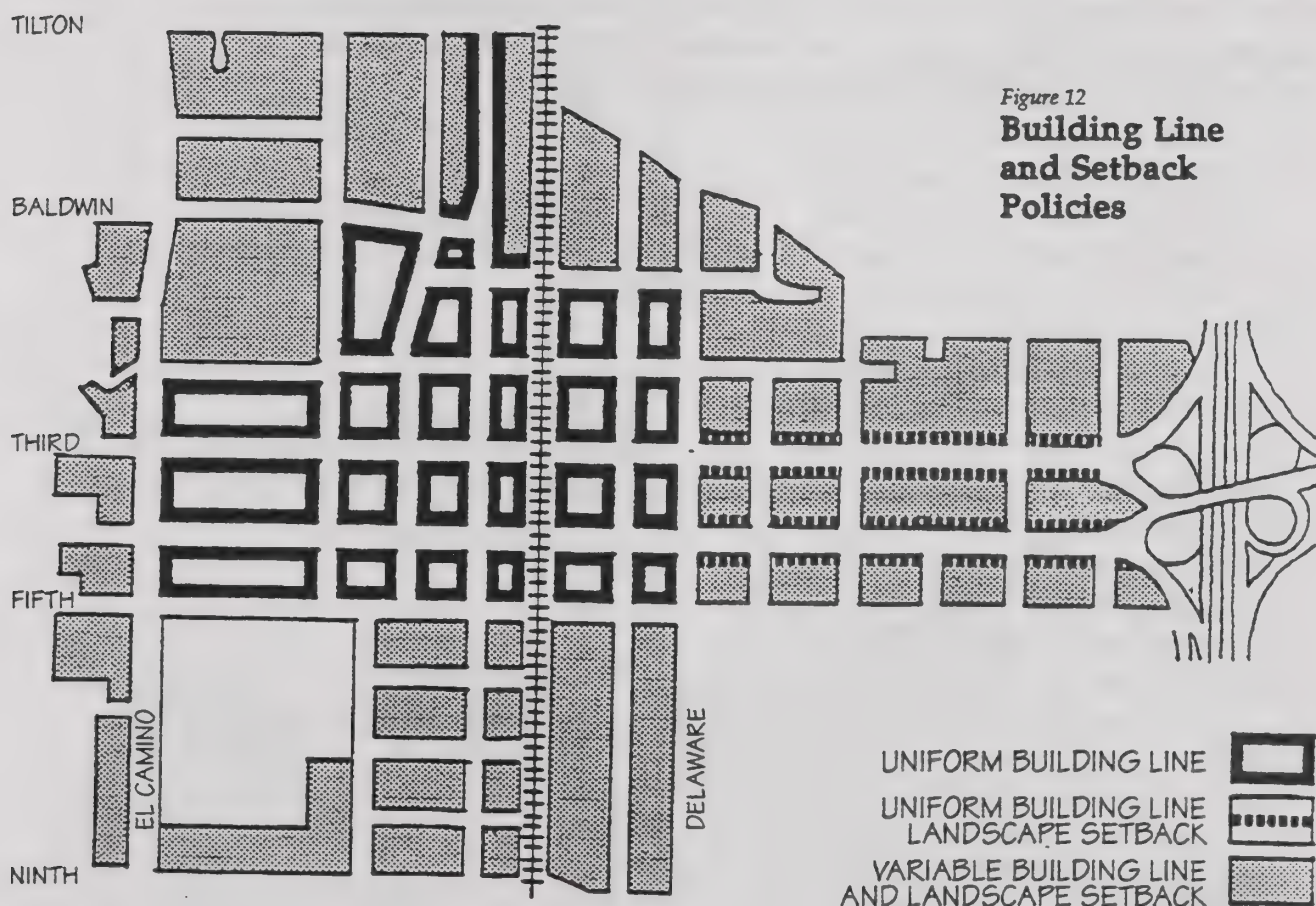
UD-3 Store Fronts in the Retail Core. *Maintain the traditional store front environment of the core area by requiring new buildings to be constructed to the street property line. In the retail area require ground floor building walls to be dominated by windows and pedestrian entrances.*



Corner of South B Street and Baldwin Avenue

Traditionally, the urban core is characterized by continuous building facades defining the street space and providing a contrast to the surrounding more suburban, landscaped areas of the City. Policies which sharpen this contrast will promote a distinctive downtown image and provide a firm boundary for what should be perceived as the urban center of a largely suburban community.

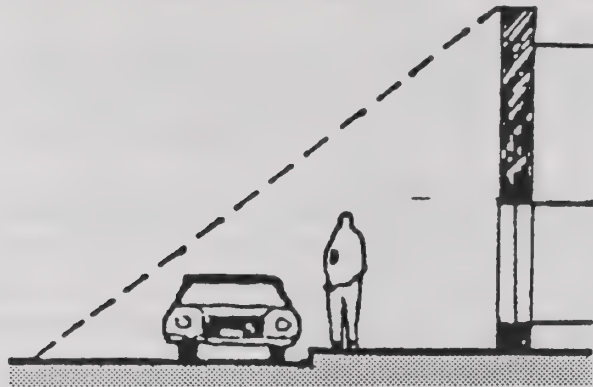
To create interest for the pedestrian, store front windows and frequent building entrances are a necessity. Design guidelines should be developed that define percentage of ground floor walls to have windows, depth of display windows, and frequency of pedestrian entrances.



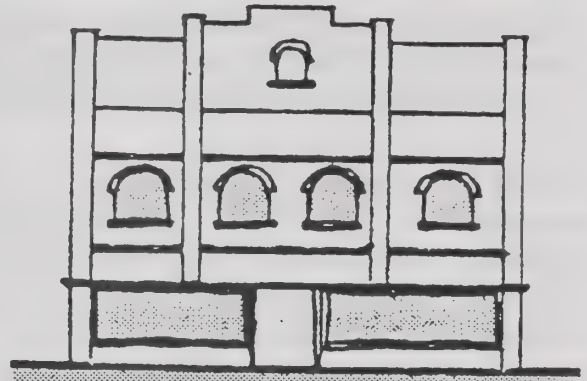
UD-4 Design Guidelines. *Develop design guidelines for the Downtown core that: (1) Recognize the traditional street enclosure, building scale, detail, and patterns of development; (2) encourage building design to be compatible with the historic and architectural features common to many buildings in the Downtown; (3) encourage a compatibility of diverse building styles; and (4) encourage building details, surfaces and materials that are interesting for the pedestrian.*

The retail core of the Downtown is made up of many diverse buildings. Storefronts are relatively narrow, building fronts change at regular intervals of about 20 to 50 feet, and many buildings have extensive amounts of architectural detailing at the street front. This level of detail and constant variation in building fronts helps create San Mateo's traditional, small downtown character. Design guidelines will help new development maintain the character of San Mateo and ensure that buildings are interesting for the pedestrian.

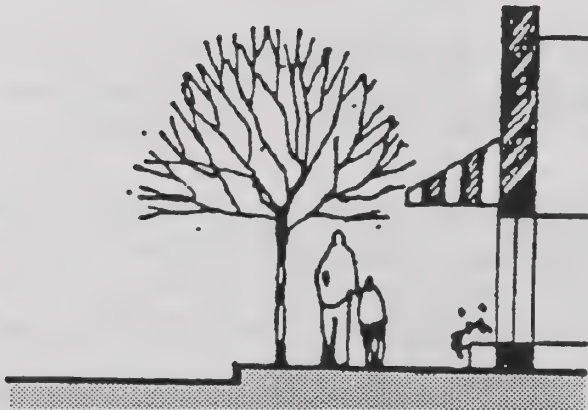




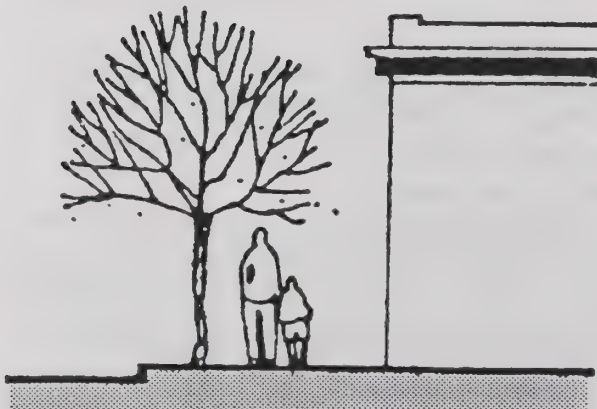
SENSE OF ENCLOSURE IN SCALE
WITH THE WIDTH OF THE STREET.



ARCHITECTURAL MERIT OR INTEREST



ARTICULATION OF PEDESTRIAN SPACE



ARTICULATION OF CORNICE OR ROOF

Despite the great diversity of building styles and mix of architectural elements of the storefronts, basic architectural elements are present that can visually unify that streetscape. Design guidelines can define elements of the streetscape that are important to overall quality, including: (1) Methods to achieve compatible form and detailing between new and old buildings; (2) methods to articulate the pedestrian space through the use of awnings, recessed display windows, street trees and sidewalk furniture and paving; and (3) methods to provide interest to the facades of buildings through the use of detailing and articulation of the cornice of buildings. When taken together for a whole block or street, these elements define the overall quality of the streetscape.

UD-5 Historical/Architectural Design Features. *Develop standards for Third Avenue and B Street requiring adherence to specific historical/architectural design features.*

Historic Preservation Policies HP-1, HP-2, HP-5 and HP-6 require preservation of the architectural character of structures within the downtown, with exterior improvements on structures individually eligible for the National Register and structures that are contributors to a historic district conforming to the Secretary of the Interior Standards for Rehabilitation and Guidelines for Rehabilitating Historic Structures. Specific design guidelines for other buildings and public improvements within the historic district will encourage new development and remodelings to be architecturally compatible with the historic character of the area.

Views and Entryways

UD-6 Construction Above the Public Right-of-Way. *Conserve the view space above the public right-of-way.*

Along with providing circulation, the public right-of-way is often valued as the open space between buildings that allows for sidewalk activities, views out of the downtown and sunlight. Structures built into the right-of-way limit all of these activities and change the character of the street. Intrusions should only be allowed where there are substantial benefits to be gained. One exception may be an elevated pedestrian bridge over the railroad tracks near the proposed train station. An exception should be provided in the Zoning Code for bay windows and encroachment permit criteria developed for awnings since these do not generally detract from the open space due to their narrow width and relation to the pedestrian.

UD-7 Entryways. *Establish the Third/Fourth Avenue corridors as a main entry and connection to the Downtown core areas and utilize the natural landscaping of San Mateo Creek and Central Park to define the boundaries of the downtown. Create major entry features to the City at: (1) Humboldt/Third Avenue/San Mateo Creek; and (2) along El Camino Real.*

Identifiable entry features at the entrances to the downtown and at U.S. 101 would help define the limits of the downtown, orient visitors and enhance downtown's image. An opportunity exists at Third/Humboldt to develop a entry feature in conjunction with the San Mateo

Creek bridge and Gateway Park. Improving Third and Fourth Avenues with trees and other street improvements would provide a visual tie between U.S. 101 and the Downtown.

Landscaping at San Mateo Creek and Central Park currently denote the edges of the Downtown along El Camino Real. Central Park defines the southern edge of the Downtown core with its strong landscaped character, and the tall trees of the Creek define a distinct northern edge to the Downtown. In the Gateway the Creek separates the higher density Gateway from lower density residential uses to the north. It is important that this significant landscape presence along the Creek and Central Park remain and be strengthened where possible. The El Camino entries to the Downtown could be further denoted with signage or additional landscaping.

UD-8 Gateway Setback. Continue the established uniform landscaped setback to enhance the Gateway to the City along Third and Fourth Avenues from U.S. 101 to Delaware Street.

Control of building placement can greatly shape a major corridor. A primary visual difference between the Gateway and the Downtown core are the substantial landscaped setbacks from the street. A generous and consistent landscape setback identifies the residential use of the Gateway while allowing buildings of varying heights to occur without creating visual confusion. The consistent landscape setback should also be done in conjunction with prominent street tree planting leading to the Downtown core. See Building Line and Setback Policies map (Figure 12).

Residential Development

UD-9 Multi-Family Design Guidelines. Develop multi-family design guidelines to guide residential development outside of the downtown retail core.

Past multi-family projects have raised public concern about design quality. Identified problems include: buildings not being compatible in scale with surrounding neighborhoods and structures; the style and materials of buildings not acknowledging the character of San Mateo; and the quality of the design and construction. Multi-family design guidelines would address design quality, architectural compatibility, pedestrian safety and aesthetics for the outlying areas of the downtown.

Commercial Areas East of the Railroad Tracks

UD-10 Screening of Commercial Uses. Screen storage and parking areas from public view.

Storage areas should be screened with a solid fence or barrier. Parking should be located at the side or rear of parcels where possible, and should be partially or totally screened from view.

UD-11 Property Enhancement. Require upgrading of properties east of the railroad tracks at the time of any building remodels or additions, encourage building renovations and landscaping, and support sign controls and active code enforcement.

The Gateway and Claremont subareas are prominent entryways to the downtown from Highway 101. While potential housing and retail opportunities exist in the area, it presently provides a poor entryway to the downtown. Building renovations, site improvements and active code enforcement are encouraged as a means of upgrading this area.

UD-12 Front Setback for Landscaping. Front and street side setbacks up to ten feet in depth may be required for landscaping only. Maintain existing building lines with no setbacks where neighboring structures are built to the property line.

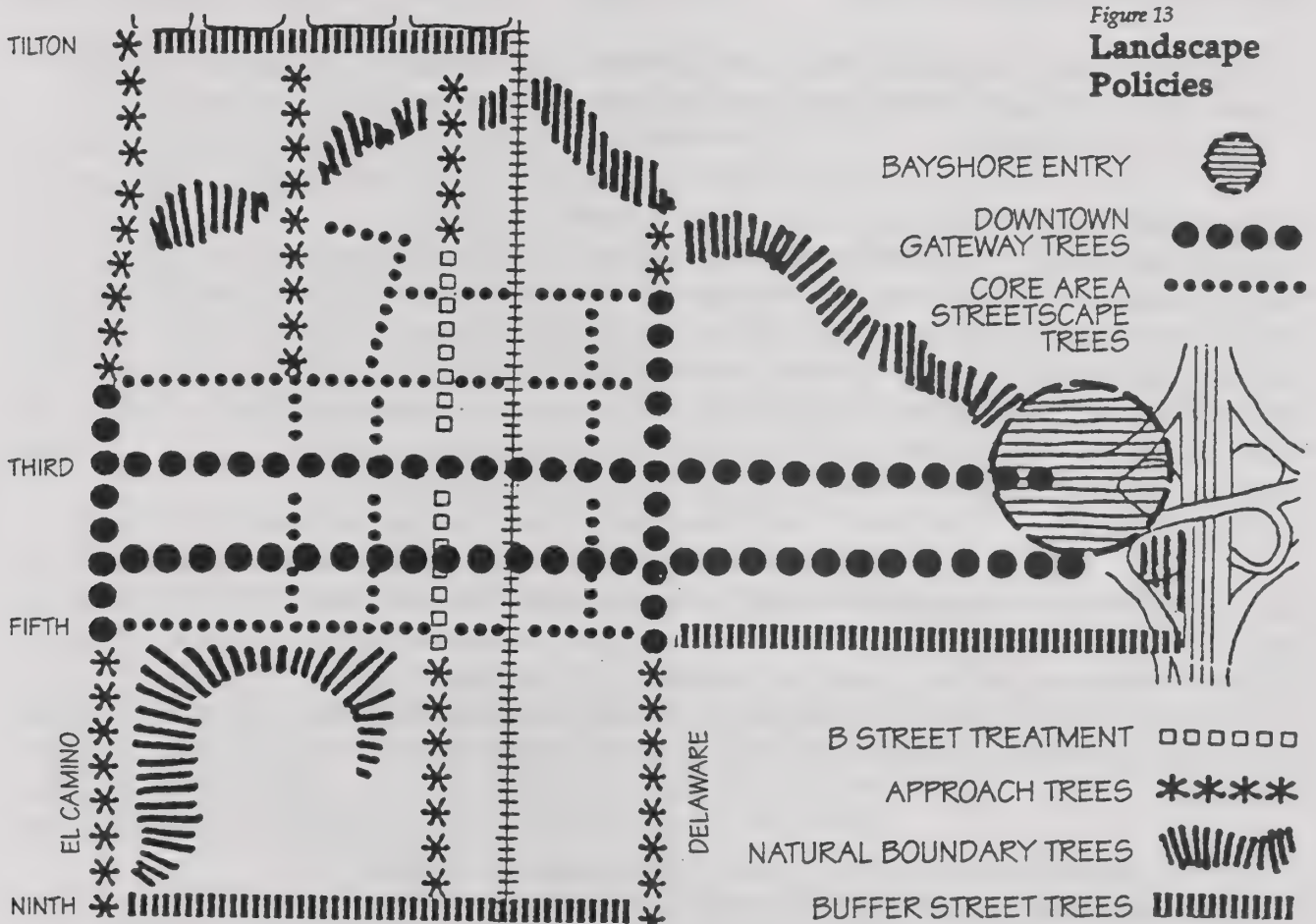
Landscaping in front of buildings would provide some visual relief to the Claremont area and adequate growing space for trees. However, to maintain visual continuity, consistent building lines should be maintained where adjacent buildings have no front setbacks. Front setbacks should be limited to landscaping and pedestrian entrances only, with required parking located on the side or rear of parcels.

Landscaping

UD-13 Street Tree Plan. Develop a street tree master plan for the downtown that provides identity to individual streets, identifies major corridors, and acknowledges the visibility needs of retail uses.

Street tree plantings in the downtown are often inconsistent and do not unify the street. Consistent and prominent street tree plantings on key streets connecting downtown with other parts of the City, such as 3rd/4th Avenues, would provide a clear visual link to the downtown.

A street tree master plan should be developed that provides an identifiable character to individual streets and denotes their relative importance. The plan should include a wide enough variety of trees so as to protect the City's trees from any single unanticipated horticultural problem. The selection and placement of trees should also consider maintenance and the needs of retailers to have visible signage. Trees should reflect the importance and type of street, as shown below.



UD-14 Street Trees to Unite Downtown Areas. Use street trees to unite the Gateway and areas east of the railroad tracks with the Central Business District.

Outlying sections of the downtown, particularly the Central Claremont area, appear visually confusing due to a lack of common setbacks and inconsistent landscape treatments. Landscaping, building design and

land use can help to link areas east and west of the railroad tracks. A consistent planting of street trees extending both east and west of the railroad tracks would be a first step to link these areas. Tree planting in the outlying areas such as Central Claremont may also be the most effective method to significantly improve the visual character of the area.

Pedestrians, Parks and Open Space

UD-15 Provide Adequate Open Space. *Provide adequate open space to meet the needs of current and future residents, employees and visitors to the Downtown.*

Parks, pedestrian amenities and other forms of open space are important components of the downtown environment. Different types of open space are appropriate to different areas and uses. In the core area the emphasis should be on pedestrian amenities that enhance the shopping and working environment. Sidewalks offer pedestrians the most highly used open space in the downtown, and are a meeting place that contributes to San Mateo's traditional downtown character. In the Gateway and residential areas near Central Park, the emphasis is on usable park space.

Additional residents and employees in the downtown will create new demand for open space. In the core area, open space needs can be met by the enhancement of the sidewalks, mid-block pedestrian crossings, public plazas, and mini-parks. Gateway Park will provide open space opportunities for the anticipated residential development in the Gateway.

UD-16 Second Avenue and El Camino Open Space. *In the event that the northeast corner of Second Avenue and El Camino Real is developed, increased landscaped setbacks adjacent to the streets for purposes of maintaining the visual benefit of the natural mature vegetation on the site and adjacent areas shall be encouraged.*

This site currently contains many mature trees which contribute to the natural entryway to the downtown established by the tall trees at El Camino Real and San Mateo Creek. Future development should retain the tall trees and natural open space character of this site by setting back buildings and other improvements.

UD-17 Sidewalk Widening. *Consider widening sidewalks to encourage restaurant seating and improve pedestrian amenities where adequate parking and circulation can be maintained.*

San Mateo has few outdoor seating areas in the Downtown core. However, in some areas, street width may be adequate to provide adequate vehicular circulation, parking and wider sidewalks. Extra sidewalk width could be used for a variety of activities including civic events, special sales, public seating or outdoor cafes.

UD-18 Pedestrian Amenities. *Enhance the sidewalk environment of primary pedestrian streets as indicated on the Pedestrian, Park and Open Space Policies map, by providing improvements to the appearance, comfort, convenience and safety of pedestrian areas.*

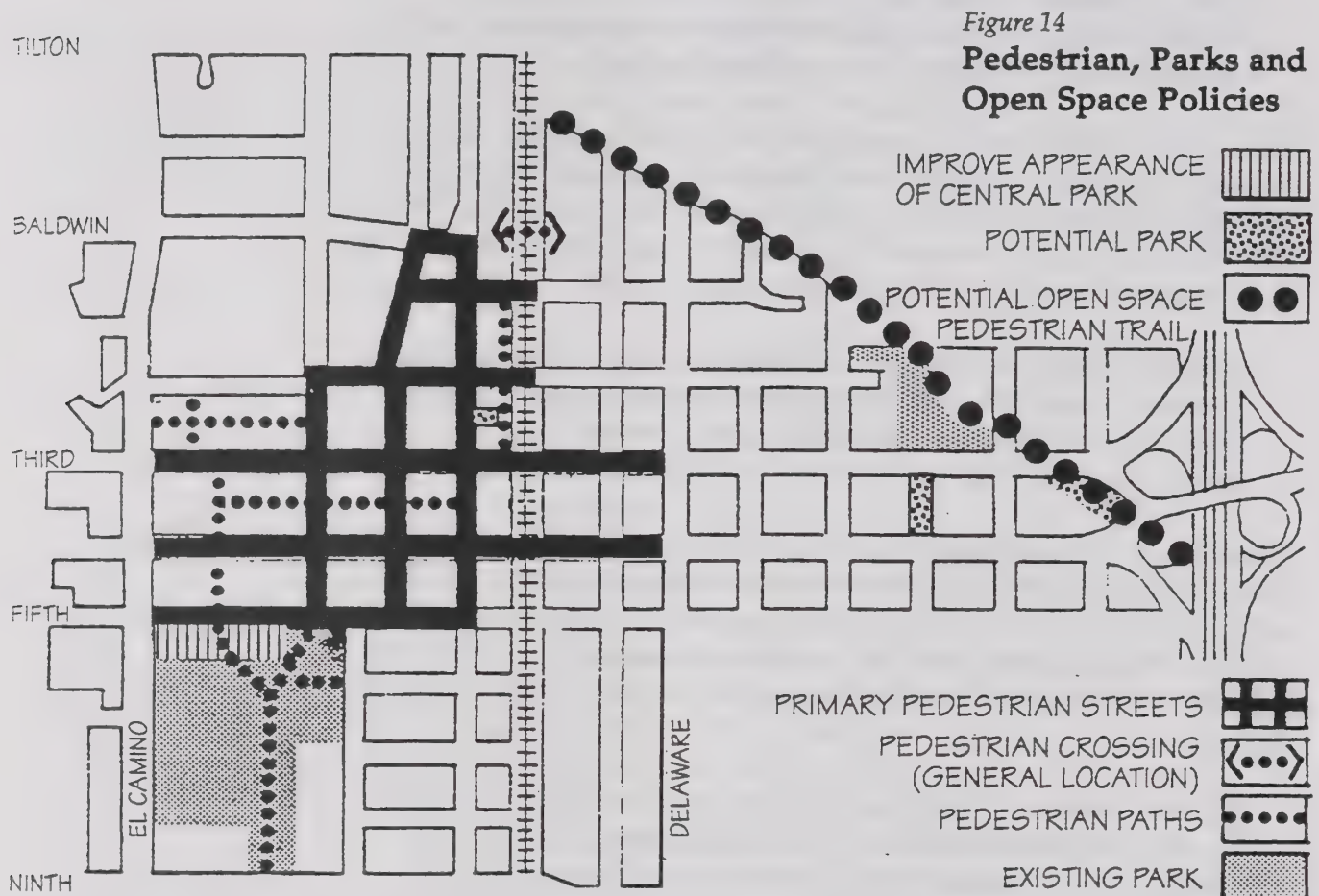
Special sidewalk paving, pedestrian bulbs at intersections, benches, trees, and other sidewalk improvements in the core area have served to unify the diverse architectural environment in the downtown and improve public safety and comfort. These improvements should be continued by both public and private efforts on all primary pedestrian streets.

UD-19 Outdoor Display and Eating, Food and Plant Vendors. *To add visual interest and activity to sidewalk areas, allow outdoor display of plants, books and food, restaurant seating areas, and outdoor food and plant vendors.*

Allowing activities on the sidewalk and at building entrances that attract people is an essential key to any commercial area. Outdoor cafes, outdoor display of select merchandise and vendors would all contribute to the excitement of downtown that draws people.

UD-20 Midblock Pedestrian Crossings. *Enhance and extend the midblock pedestrian crossings in the downtown core to provide safe and attractive pedestrian circulation.*

Midblock pedestrian walkways are mostly in place except for the connection between Fourth and Fifth Avenues one half block east of El Camino Real. Enhancement of other midblock walkways with a more uniform level of landscaping, lighting, and design quality would improve safety and increase use. The connection behind the Ben Franklin Hotel between Third and Fourth Avenues provides one example of midblock pedestrian improvements.



UD-21 B Street Mini-Park. Remove the ramp to the Main Street Garage on B Street and develop a mini-park in its place.

There are few opportunities to provide additional open space within the Downtown core to serve shoppers and employees. Conversion of the garage ramp on B Street would provide open space on a busy pedestrian street with no similar amenity nearby.

UD-22 Central Park. Improve the appearance of Central Park from Downtown while maintaining traditional features of the park.

Central Park's mature landscaping and architectural fence along El Camino contribute to the traditional downtown character of San Mateo. The main image of the park from Downtown is along Fifth Avenue where the view ranges from improved landscaping at the corner of Laurel to the parking garage and the back side of the bleachers. When

approached from the Downtown core, portions of Central Park do not appear inviting. One of the major entrances to the Park from Downtown is the service alley located between the bleachers and the tennis courts. Architectural improvements to the bleachers, redesign of the service alley into an entrance, and additional landscaping would improve the image of the park from Downtown.

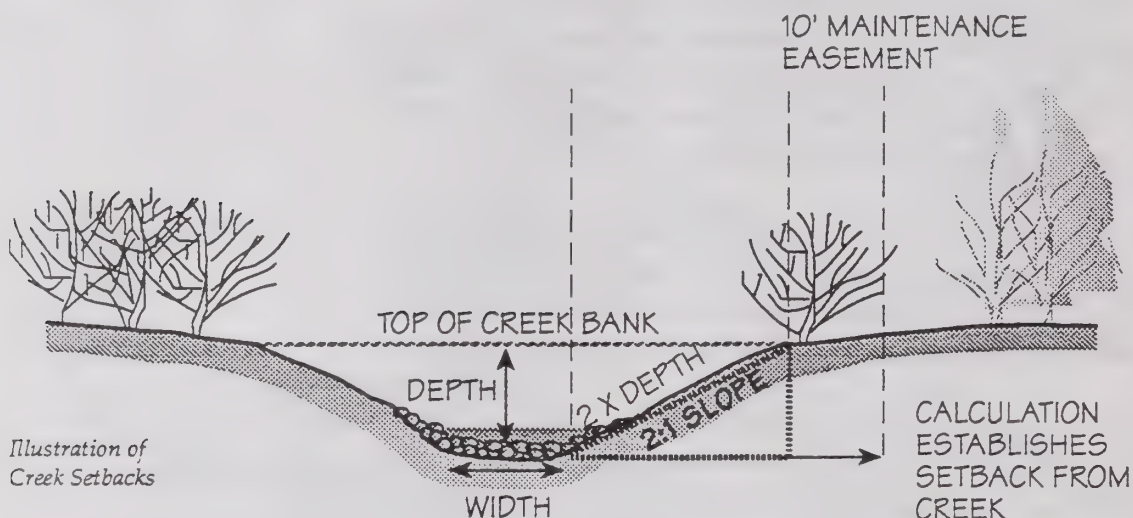
***UD-23 San Mateo Creek.** Protect and utilize the open space and natural qualities of San Mateo Creek for private and public benefit to: assure access for police, fire and floodway maintenance; increase flood protection; and preserve opportunities for future public use and access.*

San Mateo benefits from the natural qualities of the Creek as well as the Creek offering the potential for a linear park and linking open space areas. The lands along the Creek also are ideal for private open space use by individual developments. However, the private use of the areas should not preclude the opportunities to establish public access linkages and park space in the future. Public easements will satisfy the minimum needs for public safety and maintenance and protect essential public interests in the Creek.

***UD-24 San Mateo Creek Flood Protection.** Protect new development adjacent to San Mateo Creek by requiring adequate building setbacks from creek banks, provision of access easements for creek maintenance purposes, and creek improvements such as bank stabilization.*

Require setbacks for new development and provision of maintenance easements equal to (1) two times the depth of the channel measured along a 2:1 slope from the base of the slope (toe of bank) plus a 10 foot maintenance easement, or (2) a 10 foot maintenance easement from the top of bank, whichever is greater.

This creek setback, shown in the figure on the next page, is necessary for adequate maintenance access, to permit creek improvements and to protect buildings from creek erosion and flooding. All future construction shall require adherence to the setbacks designated in policy UD-24 above, while actual dedication of the maintenance easement will be required as a condition of approval for all planning applications.



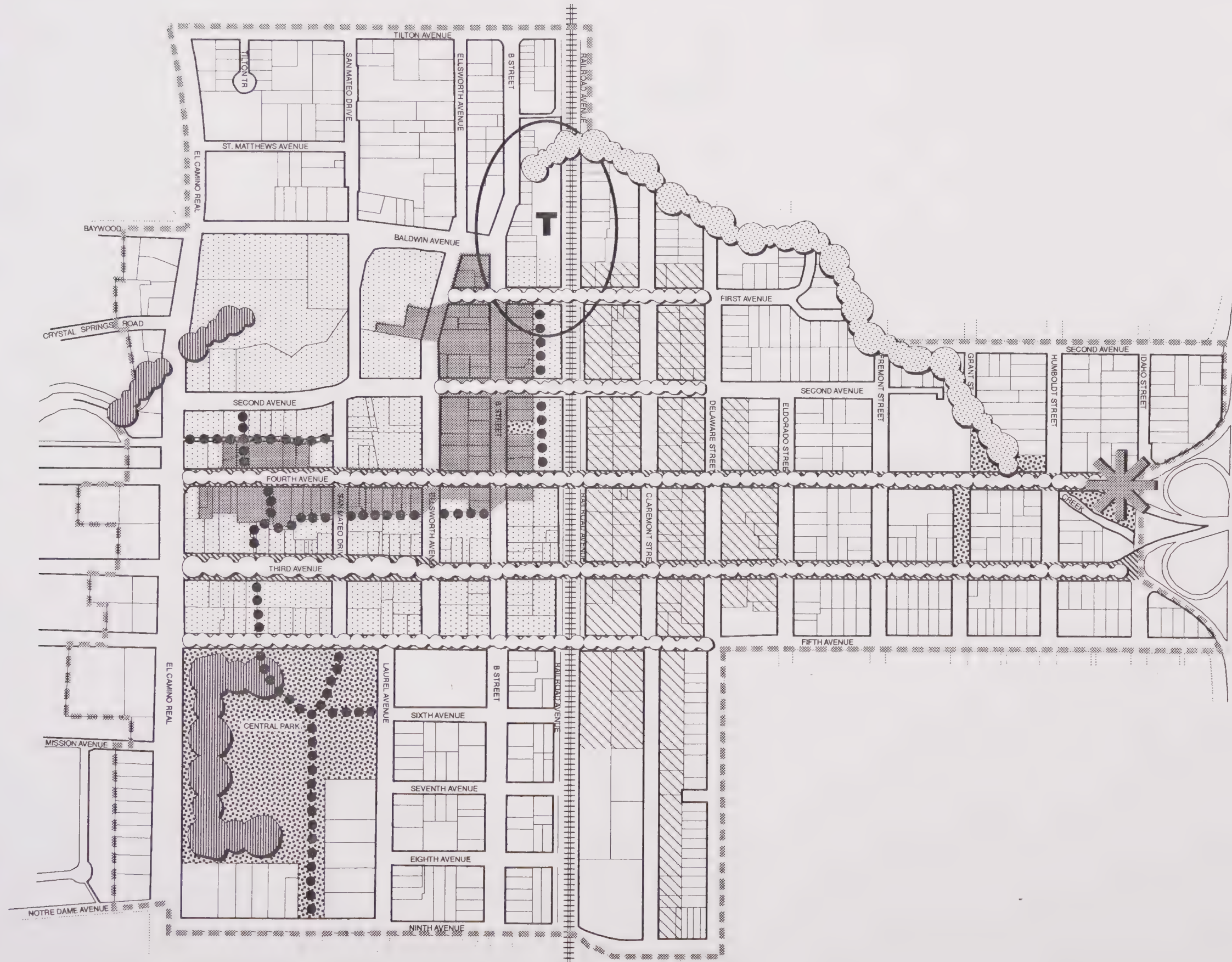
Design standards for creek treatment and park development will be established as part of the San Mateo Creek Master Plan.

Lighting, Safety and Security

UD-25 Lighting, Safety and Security. *All public projects shall provide adequate lighting, and safety and security provisions in all publicly accessible areas.*

In order to provide a safe environment for downtown visitors, employees and residents, adequate lighting and building security and safety measures shall be provided for all public projects. Private projects shall continue to be regulated by provisions of San Mateo's Building Security section of the Uniform Building Code.

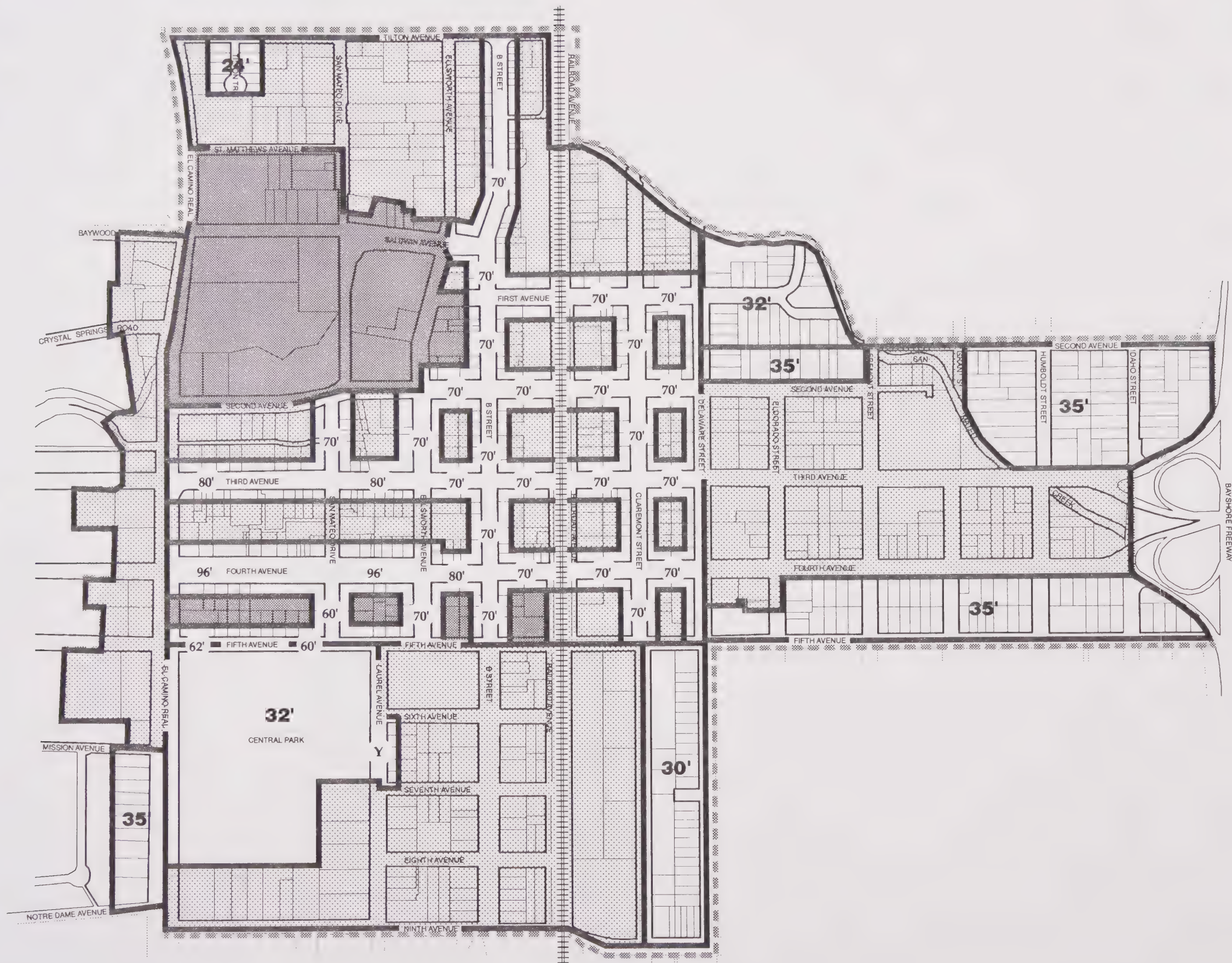
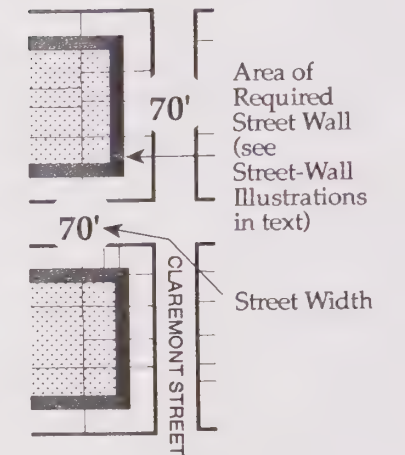
Figure 15
**Downtown
 Urban Design Plan**



-  Major Entry Feature at Third, Humboldt and San Mateo Creek
-  Third and Fourth Avenues as Major Downtown Entryways
-  Street Trees to Unite the Areas East of the Railroad Tracks
-  Natural Landscaping to Define Downtown Boundaries
-  San Mateo Creek Protection
-  Existing and Potential Parks
-  Application of Downtown Core Design Policies
-  Application of Historic/Architectural Design Policies
-  Screening of Commercial Areas East of the Railroad Tracks
-  Train Station Design Plan and Policies
-  Mid-Block Pedestrian Connections

Figure 16
**Building Height
 and Bulk Plan**

-  75-Foot Building Height Limit
-  55-Foot Building Height Limit
-  Height Limit as Shown on Map





Chapter 5

Historic Preservation

Chapter 5

Historic Preservation

Background

A History of Downtown San Mateo

Development of early San Mateo was shaped by transportation modes. In the mid-1860's the railroad came to San Mateo. The focus of the young village shifted from the stagecoach stop on County Road (now El Camino Real) to the train station near B and Third. With the train came a building boom, centered around a town square on the site of the current Main Street Garage.

Early commercial buildings were simple wood structures, many of which were destroyed by fire. As the town became established, more substantial brick or concrete structures were built. The 1906 earthquake hastened suburban growth as residents fled San Francisco. San Mateo was particularly attractive due to its favorable climate and accessibility by train. The population quadrupled between 1900 and 1910. In that period, San Mateo was also becoming a regional center. The Masons and Oddfellows established buildings in San Mateo, and Mills Memorial Hospital became the first local hospital in San Mateo County. Several banks and the College of San Mateo located downtown.

By the early 1920's automobile traffic was becoming more important to growth. San Mateo's prosperity was increasingly influenced by the presence of large estates owned by wealthy San Franciscans. The sale of the De Guigne and Parrott estates relieved the pressure for land for expansion of the Downtown and provided better access to El



113 South B Street

Camino. The boom 20's saw the development of Third Avenue, linking the traditional downtown with El Camino. San Francisco investors, utilizing San Francisco architects, created a distinctive commercial street, including the Ben Franklin Hotel, the San Mateo Theater and other upscale stores and offices.

Many structures remain which reflect the early development of San Mateo as a City. The relatively intact historic character of the B Street and Third Avenue corridors is unique among Peninsula cities and demonstrates the effects of transportation changes, economic prosperity and architectural trends.

The Historic Building Survey

In 1988, the City Council commissioned a survey of historic buildings in conjunction with preparation of the General Plan. The survey, completed in 1989, was prepared under the direction of Linda Wickert and the San Mateo County Historical Association. It included both an inventory and researching of historic buildings, as well as a subsequent rating of the historic significance of each structure. In choosing structures for listing on the survey, the standards for National Register qualification were used. These criteria are as follows (a structure can meet any one of the criteria):

- (1) Association with events that have made a significant contribution to the broad patterns of American history.
- (2) Association with the life of a person significant in the past.
- (3) Having distinctive characteristics of a type, period or method of construction, or presenting the work of a master, or possessing high artistic values, or representing a significant distinguishable entity whose components may lack individual distinction.
- (4) Yielding information important in history or prehistory.

The survey was subsequently reviewed and accepted by the State Office of Historic Preservation. The ratings for buildings within the downtown area, including the Gateway, included the following categories:

- (1) **Individually Eligible for National Register Nomination:** Buildings which individually seem to meet the criteria for nomination and listing in the National Register.
- (2) **District Contributors:** Buildings which derive their historic significance as part of an area as a group or district.

- (3) **Potentially Eligible:** Buildings which may become eligible for the National Register if restoration occurs or more research is performed.
- (4) **Local Significance:** Buildings which are not eligible for the National Register, but still have local interest.

The survey indicated that the area along Third Avenue and B Street retained a high degree of historic integrity and formed the basis for a potential National Register historic district. There are two necessary components for the establishment of an historic district: physical or architectural integrity of an area; and historic significance. The survey found justification on both counts to propose a district in this area of downtown.

Establishment of a National Register historic district allows for tax advantages and also affects the a building's eligibility to receive federal funds for rehabilitation. However, listing on the register (either as an individual structure or as part of a district) does not in and of itself preclude alteration or demolition of privately owned buildings. Local policies, such as those contained in the General Plan and Downtown Plan, can be used to further regulate the treatment of individual historic structures or a locally designated district.

Key Findings of the Background Analysis



a. **General Plan Policies.** General Plan policy "C/OS 8.1: Historic Preservation" states that demolition of buildings individually eligible for the National Register will be permitted only when "no alternatives are feasible due to economic, social or other conditions"; Policy "C/OS 8.2 Historic Districts" calls for the City to "consider the protection of concentrations of buildings which convey the flavor of local historical periods or provide an atmosphere of exceptional architectural interest or integrity, after additional study."

b. **Potential Historic Buildings.** The greatest concentration of potential historic buildings in San Mateo is found within downtown. The B Street and Third Avenue corridors, from Baldwin to El Camino, retain a concentration of these potential historic structures, which provides a unique character and ambiance for the area, thereby making it eligible for listing as a National Register historic district, and/or designation as a local historic district.

c. **Redevelopment Potential of Historic Properties.** With the exception of the Second and Ellsworth block, there are few historic properties that possess feasible redevelopment potential. Fractured ownership patterns, small parcels, parking and site design problems are the primary redevelopment constraints.

d. **Seismic Retrofitting Requirements.** Unreinforced masonry buildings typically suffer life-threatening damage during great earthquakes. The City's Unreinforced Masonry

Buildings Ordinance requires retrofitting or vacation of these types of buildings. Ten downtown historic structures require seismic retrofitting, with costs ranging up to \$200,000. The potential that these buildings will be lost is dependent on the cost of retrofit, economics of the particular building, and available subsidies.

e. **Cost of Upgrading.** Due to the large number (52) and varied condition of downtown historic buildings, the cost of preserving and upgrading all historic buildings is more difficult to determine than seismic retrofitting. The construction costs involved in rehabilitating and preserving historic structures are dependent on the level of preservation pursued, and could be high or more modest.

f. **Financial Incentives for Historic Preservation.** Local redevelopment funds are available for seismic retrofitting and for historic preservation activities. Other financial incentives for historic preservation, such as federal tax credits, state property tax incentives (Mills Act), and conservation easements can also be applied.

Historic Preservation Policies

Downtown Historic Preservation

HP-1 Downtown Historic Character. *Preserve and retain the historic and architectural character of structures within the downtown.*

HP-2 Historic District. *Establish a local historic district along portions of Third Avenue and B Street, developing regulations to protect the overall historic and architectural character and integrity of the area.*

The City's Downtown area is of particular importance and interest with respect to historic structures. These historic structures, as identified in the 1989 survey, contribute to downtown's identity and add to the overall character of the City. Sufficient buildings of historical significance exist to warrant development of a historic district along East Third Avenue and B Street. Regulations to preserve this district will include guidelines and standards covering specific historical/architectural features, materials, colors, etc. for all new construction. Treatment of existing historic structures will be based on the policies regarding individually eligible buildings and contributor buildings as described below and as shown on the Historic Preservation Plan map.

HP-3 Financial Incentives. *Give historic structures priority status for available rehabilitation funds and provide financial incentives for their maintenance and rehabilitation.*

Historic structures identified in the 1989 survey should be given priority for City loans or grants such as Redevelopment Agency funds for the purposes of historic preservation and seismic upgrading. The City should also examine other financial assistance options, such as the Mills Act provisions, which allow for a reduction of property taxes on eligible historic properties.

HP-4 Health and Safety Requirements. *Provide for maintenance of basic health and safety requirements in historic buildings.*

Unreinforced masonry buildings typically suffer life-threatening damage during great earthquakes. Most of the unreinforced masonry buildings located in the downtown are historically significant structures (10 structures). Pursuant to state law, San Mateo has adopted an ordinance requiring improvements be made to reduce the likelihood of property damage or loss of life. While the costs of seismic upgrading may be substantial, it is the City's preference that these buildings, particularly those of historic significance, be saved.

In addition, alternative building codes have been developed by the State of California and the International Conference of Building Officials which both respect the historic nature of structures while at the same time maintaining basic life safety.

Individual Historic Buildings

HP-5 Individually Eligible Buildings. *Prohibit partial or complete demolition of individually eligible buildings unless health and safety requirements cannot be met. Provide for continued maintenance of individually eligible buildings. All exterior renovation work shall conform with Secretary of the Interior Standards for Rehabilitation and the Guidelines for Rehabilitating Historic Structures.*

The 1989 survey identifies those buildings which have been determined to be eligible for individual listing on the National Register of Historic Places. This policy requires that such structures in the downtown be preserved and maintained unless health and safety requirements cannot be met. All exterior renovation work shall conform with Secretary of the Interior Standards for Rehabilitation and the

Guidelines for Rehabilitating Historic Structures, which insure the preservation of the structure's historically significant features. Individually eligible buildings shall be maintained in a manner consistent with established design guidelines.

HP-6 Contributor Buildings. *Prohibit demolition of contributor buildings unless there are no other feasible alternatives because of economic, social, or other conditions. All exterior renovation work shall conform with Secretary of the Interior Standards for Rehabilitation and the Guidelines for Rehabilitating Historic Structures.*

The 1989 survey identifies those buildings which have been determined to be derive their significance as part of a group or district of structures. One such potential district is centered at the intersection of Third Avenue and B Street. This policy requires that such contributors to the district be preserved and maintained unless there are no feasible alternatives. All exterior renovation work shall conform with Secretary of the Interior Standards for Rehabilitation and the Guidelines for Rehabilitating Historic Structures, which insure the preservation of the structure's historically significant features.

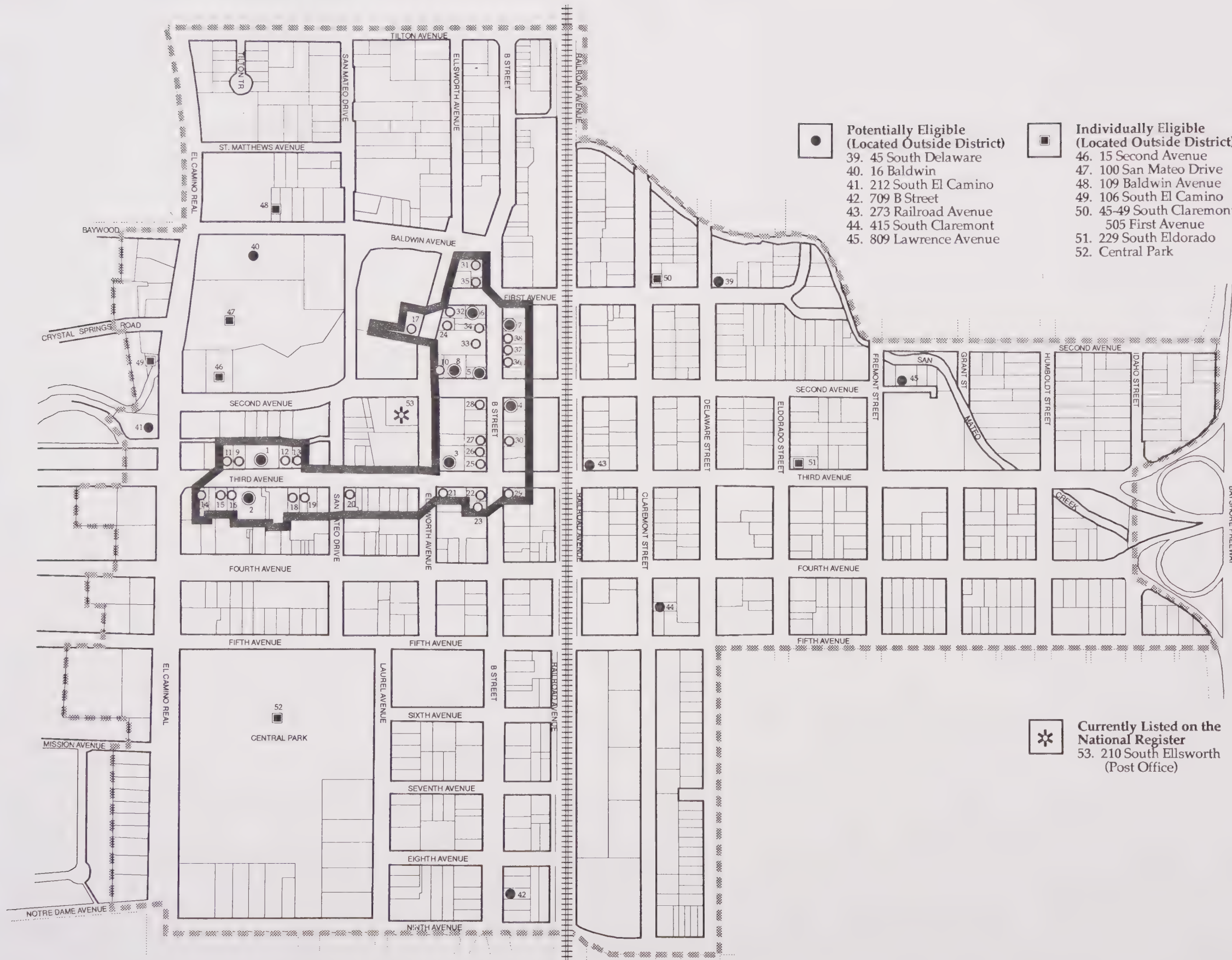
New and Non-Historic Buildings

HP-7 New Construction and Alteration of Buildings Not Considered Either Individually Eligible or a Contributor. *New construction or alteration of buildings not considered as either individually eligible or a contributor shall comply with established design guidelines for compatibility with historic structures.*

For those properties located within the historic district, adherence to district design guidelines shall be required, as described in Urban Design Policy UD-5. For properties outside the district, adherence to more general downtown design guidelines shall be required (Urban Design Policy UD-4).

Figure 17

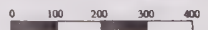
Downtown Historic Preservation Plan



City of San Mateo

DOWNTOWN SPECIFIC PLAN

June 1993





Chapter 6

Circulation and Parking

Chapter 6

Circulation and Parking

Background

Circulation System

Freeway access to the study area is provided by U.S. 101, a north-south freeway which connects with the downtown area at the Third Avenue interchange. The major north-south arterials serving the downtown area include El Camino Real (State Route 82), San Mateo Drive, Delaware Street and Humboldt Street. El Camino Real serves as the primary north-south arterial, extending the length of the City of San Mateo and linking several cities and communities along the Peninsula. It is a six lane median separated street with signals and turn lanes at all major intersections in the downtown.

Delaware Street serves as a major arterial linking the southern and northern sections of the city. San Mateo Drive and Humboldt Street are also classified as north-south arterial streets through the downtown area. Ellsworth Avenue and B Street, both two-lane facilities, are classified as north-south collector roads.

The major downtown east-west arterials designated in the Circulation Element include Third and Fourth Avenues, which provide access between downtown San Mateo and Highway 101. Both arterials are four-lane facilities with signals and turn lanes at major intersections and provide two-way access west of Delaware Street. To the east of



*Railroad Tracks and
Railroad Avenue*

Delaware Street, Third Avenue is one-way westbound and Fourth Avenue is one-way eastbound. Second and Fifth Avenues are two-lane streets with signals at all major intersections in the downtown area. Second and Fifth Avenues are designated as arterial roadways between El Camino Real and Delaware Street.

Central Parking and Improvement District (CPID)

The Central Parking and Improvement District (CPID) was created by the City in 1954 as a means of financing land acquisition and construction of downtown public parking facilities. The CPID includes three surface lots and four parking structures. Within the CPID there is an area called the "Primary Benefit Zone", which is defined as those properties within 500 feet of a CPID parking facility; the "benefit" being the proximity to additional off-street public parking.

Within the Primary Benefit Zone, businesses pay a "parking deficiency assessment" which is defined as the difference between the parking required for businesses on the property, as required by the zoning code, and the actual number of spaces provided on site. The 1993-94 rate for each parking deficiency is \$150 per year. Businesses located on the east side of the railroad pay half that amount.

For properties outside the Primary Benefit Zone, all parking must be provided on site; no parking deficiency assessment payments may be used to fulfill parking requirements because the property does not benefit from close proximity to City parking facilities.

Key Findings of the Background Analysis



a. City Level of Service Standards. The General Plan has established the acceptable level of service as "...no worse than mid-level of service D, volume/capacity (V/C) ratio 0.85" for all but 15 intersections within the City, five in downtown.

b. Current Traffic Conditions. Under existing conditions all intersections currently meet General Plan level of service standards with the exception of the intersections of Third and Fourth Avenues with Humboldt Street during PM peak hours. The Third Avenue/U.S. 101 Interchange is currently operating at capacity during the PM peak hour.

c. Future Traffic Mitigation Measures. The City's computer model has forecasted 2005 traffic patterns resulting from projected development. In order to maintain General Plan level of service standards, the intersection improvements identified in Appendix B are needed. Future traffic conditions are shown in the table on the next page. Conditions are measured in terms of "Volume-to-Capacity Ratio" that is then expressed in a "Level of Service" rating. Volume-to-Capacity (V/C) ratio is measured by dividing traffic volume by

roadway capacity. The resulting number, known as the V/C ratio, is usually expressed in ranges between 0 and 1.00. The V/C ratings are divided into six "levels of Service" (LOS) categories from A through F, representing conditions ranging from stable, unrestricted traffic flow (A) to forced flow and extreme traffic congestion (F).

Existing and Projected Levels of Service at Downtown Intersections

Intersection	Existing Conditions		Year 2005 Conditions		Year 2005 Conditions	
	PM Peak Hour		PM Peak Hour		PM Peak w/Mitigation	
	V/C Ratio	LOS	V/C Ratio	LOS	V/C Ratio	LOS
Second Avenue @ B Street	0.35	A	0.52	A		
Second Avenue @ Delaware Street	0.50	A	0.63	B		
Second Avenue @ El Camino Real	0.66	B	0.68	B		
Second Avenue @ Ellsworth Avenue	0.45	A	0.53	A		
Second Avenue @ San Mateo Drive	0.55	A	0.69	B		
Third Avenue @ B Street	0.46	A	0.66	B		
Third Avenue @ Delaware Street	0.50	A	0.73	C		
Third Avenue @ El Camino Real	0.57	A	0.63	B		
Third Avenue @ Ellsworth Avenue	0.54	A	0.71	C		
Third Avenue @ Humboldt Street	0.95	E	1.52	F	0.90	D/E
Third Avenue @ San Mateo Drive	0.55	A	0.71	C		
Fourth Avenue @ B Street	0.53	A	0.60	B		
Fourth Avenue @ Delaware Street	0.82	D	0.92	E	0.86	D
Fourth Avenue @ El Camino Real	0.71	C	0.72	C		
Fourth Avenue @ Ellsworth Avenue	0.44	A	0.48	A		
Fourth Avenue @ Humboldt Street	0.97	E	1.07	F	0.86	D
Fourth Avenue @ San Mateo Drive	0.51	A	0.54	A		
Fifth Avenue @ B Street	0.39	A	0.45	A		
Fifth Avenue @ Delaware Street	0.44	A	0.53	A		
Fifth Avenue @ El Camino Real	0.63	B	0.71	C		
Fifth Avenue @ San Mateo Drive	0.32	A	0.35	A		
Crystal Springs @ El Camino Real	0.62	B	0.88	D		
Source: Patterson Associates, 1992						

d. Multi-Family Parking Requirements. A survey of downtown multi-family residential projects indicates that actual vehicle ownership exceeds the number of parking spaces supplied. Visitor parking is perceived as a problem due to reliance on on-street parking or public off-street parking facilities to accommodate all visitor parking demand. The table on the next page shows the recommended parking requirements.

Recommended Multi-Family Parking Standards

Unit Type	Existing Requirement	Recommended Requirement			Citywide Requirement
		Resident	Guest	Total	
Studio	1.0	1.0	0.2	1.2	1.5
1 Bedroom	1.1	1.3	0.2	1.5	1.8
2 Bedroom	1.4	1.5	0.2	1.7	2.0
3 Bedroom	1.5	1.8	0.2	2.0	2.2

e. Central Parking and Improvement District (CPID). Central Parking and Improvement District (CPID) facilities and on-street parking are heavily utilized to capacity during peak noon hours, although parking on the south side of downtown is generally underutilized. Lack of parking in the vicinity of Baldwin/North B Street continues to be an issue, even with the recent construction of a 17 space CPID parking lot. A total of 288 parking spaces are available in the four CPID parking garages during the peak demand (noon - 1:00 PM) hour as shown below.

CPID Parking Demand (March 1991)

Location	Occupied Spaces	Total Spaces	Percent Occupied	Spaces Available
Central Garage	323	361	89%	38
Main Street	253	370	68%	117
Second/El Camino	240	297	81%	57
Tennis Court	58	134	43%	76
Total	874	1,162	75%	288

f. Main Street Garage. The Main Street Garage has a peak occupancy of 68%, leaving 117 of its 370 spaces vacant during the highest demand period (lunch hour). Two hundred and ninety (290) of the 370 parking spaces lost in the event of demolition of the Main Street Garage could be replaced by one level of underground parking at a total 1992 cost of \$4.5 million (including supports for a future building above.) An additional 475 spaces could be built on the CalTrain parking lot site at an estimated 1992 cost of \$5.5 million.

g. Railroad Alignment. A significant increase in the number of commuter trains is anticipated through the downtown area, with the potential of increasing from the present 60 trains to 96 trains per day. General Plan Policy C3.3 "Downtown Station" includes provisions for relocating the downtown train station northward, across First Avenue, to

the Caltrans lot. General Plan Policy 3.2 "CalTrain" calls for a "study of the feasibility and desirability of future undergrounding of the rail line in the downtown." The City has recently begun work on a study of possible railroad alignments through the northern part of the City from the Burlingame/San Mateo border to 25th Avenue.

Circulation and Parking Policies

Circulation Improvements

CP-1 Traffic Improvements. Consistent with General Plan policies establishing acceptable levels of service for local intersections, plan for the following downtown intersection improvements:

- a. Third Avenue/Humboldt Street.
- b. Fourth Avenue/Humboldt Street.
- c. Third Avenue/Delaware Street.

The City's computer model has forecasted 2005 traffic patterns resulting from projected development. In order to maintain General Plan level of service standards improvements to the above three intersections are required. These improvements will be funded either through the City's Transportation Impact Fee or by individual developers of projects which significantly impact any of these three intersections.

CP-2 Third Avenue/U.S. 101 Interchange. Support the proposed Third Avenue/U.S. 101 interchange improvements which are necessary to mitigate existing conditions and accommodate additional growth projected in the downtown.

The Third Avenue/U.S. 101 interchange is currently operating at or near capacity during peak periods. This is a result of heavy traffic volumes, inadequate intersection capacity at Humboldt Street and inadequate overpass capacity. Future peak period traffic volumes are anticipated to increase 32% to 66% by the year 2005, resulting in extreme congestion levels if not mitigated.

The proposed improvements include widening of the overcrossing from two to three lanes, new sidewalks and stairs, pedestrian walkways and replacement of the bridge over San Mateo Creek. In addition, improvements to the intersection of Humboldt/Third

Avenue and Humboldt/Fourth Avenue are also proposed as part of the improvements to the interchange itself.

The Third Avenue/U.S. 101 interchange is a significant facility in the flow of traffic in and out of downtown San Mateo, and the proposed improvements to the interchange are viewed as integral in maintaining the vitality and economic well-being of downtown.

CP-3 Third Avenue/Fourth Avenue Widenings. Support the widening of Third and Fourth Avenues from 2 to 3 lanes between Humboldt and Delaware due to projected peak hour traffic volumes.

The major east-west arterials in the downtown are Third and Fourth Avenues which provide access between downtown San Mateo and Highway 101. Both arterials include signals and turn lanes at major intersections and provide two way access west of Delaware. To the east of Delaware Street, Third Avenue is one-way westbound while Fourth Avenue is one-way eastbound. Projected peak hour traffic volumes indicate that widening of Third and Fourth Avenues from two to three lanes between Humboldt and Delaware is needed to accommodate projected peak hour traffic volumes.

CP-4 Second Avenue/Fifth Avenue Improvements. West of Delaware Street, designate Second and Fifth Avenues as the major access routes to and around the retail core area.

Both Second and Fifth Avenues are two lane, two way streets between Eldorado and El Camino Real. The proposed improvements would provide three lane cross sections on both streets west of Delaware. An additional westbound lane would be provided on Second Avenue and an additional eastbound lane on Fifth Avenue. This widening of Second and Fifth Avenues provides additional capacity to the downtown street system. Improvement in future levels of service is projected at almost half of the downtown intersections studied.

CP-5 Existing Downtown Core Two-Way Street System. Maintain the existing two way street system in the downtown core on Third and Fourth Avenues between El Camino Real and Delaware Street.

Both Third and Fourth Avenues are three lane, two-way streets between Delaware and B Streets. Between El Camino Real and Delaware Street, Third Avenue is one lane in both directions while

Fourth Avenue is a three lane, two-way street between B Street and Ellsworth Avenue and a four lane, two-way street between Ellsworth Avenue and El Camino Real. No changes in this circulation system are proposed since conversion to a one-way system would not significantly improve levels of service on these streets. In addition, increased turning movements generated by a one-way street system would further add to downtown traffic congestion.

Parking

CP-6 Limited Parking Zone. Restrict parking on primary pedestrian retail streets to reduce traffic congestion, ensure retail continuity and maintain the pedestrian environment.

The Limited Parking Zone as shown on Figure 18 restricts parking on primary pedestrian streets to ensure that they are not interrupted by surface parking lots, curb cuts and other vehicular traffic oriented improvements. This is accomplished by: (1) Restricting curb cuts; (2) limiting off-street above grade parking; (3) limiting commercial parking provided onsite to the visitor component only; and, (4) retaining angled, on-street parking.



Angled On-Street Parking on Third Avenue

CP-7 Residential Parking Standards. Allow reduced residential parking standards in the downtown retail core.

A 1992 survey of downtown residential projects indicates that vehicle ownership patterns in the downtown supports lower parking requirements than the City-wide standard. However, this reduced requirement should only apply in the retail core due to the proximity of CPID parking facilities; residential projects outside the core should provide parking equal to City-wide standards. Even within the downtown core, visitor parking should be provided on-site in order to reduce on-street parking impacts.

CP-8 Central Parking and Improvement District Parking Standards. Maintain reduced parking requirements within the Central Parking and Improvement District for non-residential uses.

Persons shopping or using services often visit a number of establishments during one trip downtown. Parking requirements can be reduced since many uses share the same parking. In addition, the existence of public parking facilities and on-street parking spaces reduces the demand for private on-site parking spaces.

CP-9 Public Parking Facilities. Actively pursue additional sites near North B Street for development of new public, off-street parking facilities and continue to monitor the need for new facilities in other areas of the downtown.

CP-10 Central Parking and Improvement District Expansion. Expand the Central Parking and Improvement District (CPID) Primary Benefit Zone farther north to allow greater development opportunity.

Public parking facilities run by the City's CPID and on-street parking are heavily used during the peak noon hours. In 1992, a 17 space parking lot was established at Baldwin and B streets, allowing expansion of the Primary Benefit Zone, which permits parking deficiencies to be accommodated by the CPID. However, there still remains a high demand for parking spaces in the northern part of the downtown along North B Street and Baldwin where the Main Street Garage is too far from businesses to be used by customers and visitors. The City should actively pursue the purchase of sites and subsequent construction of parking facilities in this area to fulfill demand.

In addition, as new non-residential development takes place within the CPID, use of in-lieu fee payments to fulfill parking requirements will need to be monitored to insure adequate availability of spaces. While there presently exist sufficient spaces to handle foreseeable demand in the near-term, there may be a need to construct additional facilities should new projects rely on the CPID to provide parking, as opposed to providing parking on-site.

***CP-11 Long-Term Employee Parking.** Continue efforts to ensure that downtown employees do not utilize prime on-street parking spaces intended for use by customers and visitors to the downtown.*

An annual parking survey is conducted to determine the actual use of CPID parking facilities and on-street parking. The results of this survey are used to fulfill the original objective of the City's 1989 Downtown Parking Strategy, which is "to utilize on-street parking spaces more efficiently by freeing-up those spaces for customer use and promote high turnover of those spaces while moving downtown employees and other long-term (more than 2 hour stays) parkers to off-street public parking facilities." The use of CPID facilities should continue to be monitored and appropriate changes in meter rates and parking duration made to fulfill this objective.

***CP-12 Main Street Garage.** Consider demolition of the Main Street Garage when replacement parking can be provided, both underground and at the relocated CalTrain station to the north, and if a viable replacement use is identified.*

The Main Street Garage has been identified as a detriment to the image of downtown and obscures businesses located along Main Street. This structure also forms a barrier between the downtown core and the commercial areas east of the railroad tracks. In conjunction with the provision of replacement parking either underground or on the relocated Caltrain site to the north, the garage structure could be demolished and Main Street opened up to provide retail and public use opportunities (see related policy LU-24). Two hundred and ninety (290) of the parking spaces lost in the event of demolition of the Main Street Garage could be replaced by one level of underground parking at a total 1992 cost of \$4.5 million (including supports for a future building above).

Transit

CP-13 Transit Services. *Encourage increased transit services and increased transit use for travel downtown, particularly by employees.*

The downtown is served by SamTrans with routes through the downtown and connecting with adjacent areas. The City should encourage SamTrans service by considering the need for bus stops within the core and provision of adequate space for bus movement when designing street improvements or reviewing private development projects.

The City should encourage expanded transit service by Caltrain and Sam Trans and should favorably consider more remote possibilities, such as extension of BART to San Mateo. Increased transit services should be considered in the event of relocation of the downtown train station.

In the short term, actions should be taken, such as implementation of the City's Transportation System Management Ordinance, which provides incentives for increased use of transit services.

CP-14 Downtown Train Station. *Relocate the Downtown Train Station and upgrade the commuter parking facility north of First Avenue (west side of the tracks) so that downtown traffic obstruction at railroad crossings is reduced.*

Design of station improvements and other adjacent improvements should consider the possible future undergrounding of the line and should include the following: (1) Consolidate SamTrans bus lines to a central downtown transit, bus and train station; (2) improve pedestrian access across to the east side of the tracks; (3) consider a mixed use development on the CalTrans site between First Avenue and San Mateo Creek to include possible air rights development, additional city parking, ground floor retail along First Avenue and B Street, and enhancement of San Mateo Creek; and (4) provide a vehicle and pedestrian access way on B Street between San Mateo Creek and First Avenue to improve access from the commuter parking lot and train station to the downtown retail core. Improvement and relocation of the downtown train station is a key element in increasing transit use. This includes parking lot expansion and improved bus service.

The downtown train station is presently located within the City-owned parking garage between Second and Third Avenues. Parking for the station is provided on the commuter lot located to the north of First Avenue and contains approximately 175 spaces and on a surface lot near Second Avenue on the east side of the tracks.

In the event of train station relocation, 475 parking spaces could be constructed on the CalTrain parking lot in a multi-level garage at a 1992 cost of \$5.5 million.

CP-15 Below Grade Rail Line. Study the feasibility of grade separating the rail line in downtown. Partial or full depression of the railway is preferred.

Problems for downtown circulation have resulted from the present at-grade system. During boarding times, the train causes a backup on nearby streets (Second through Fifth Avenues). Grade separation of the rail line would allow unobstructed street circulation, but is an expensive solution. As part of the City's railroad alignment study, the preferred option of partial or full depression of the railway should be examined. Elevating of the railway is discouraged due to the adverse visual and noise impacts that would result.

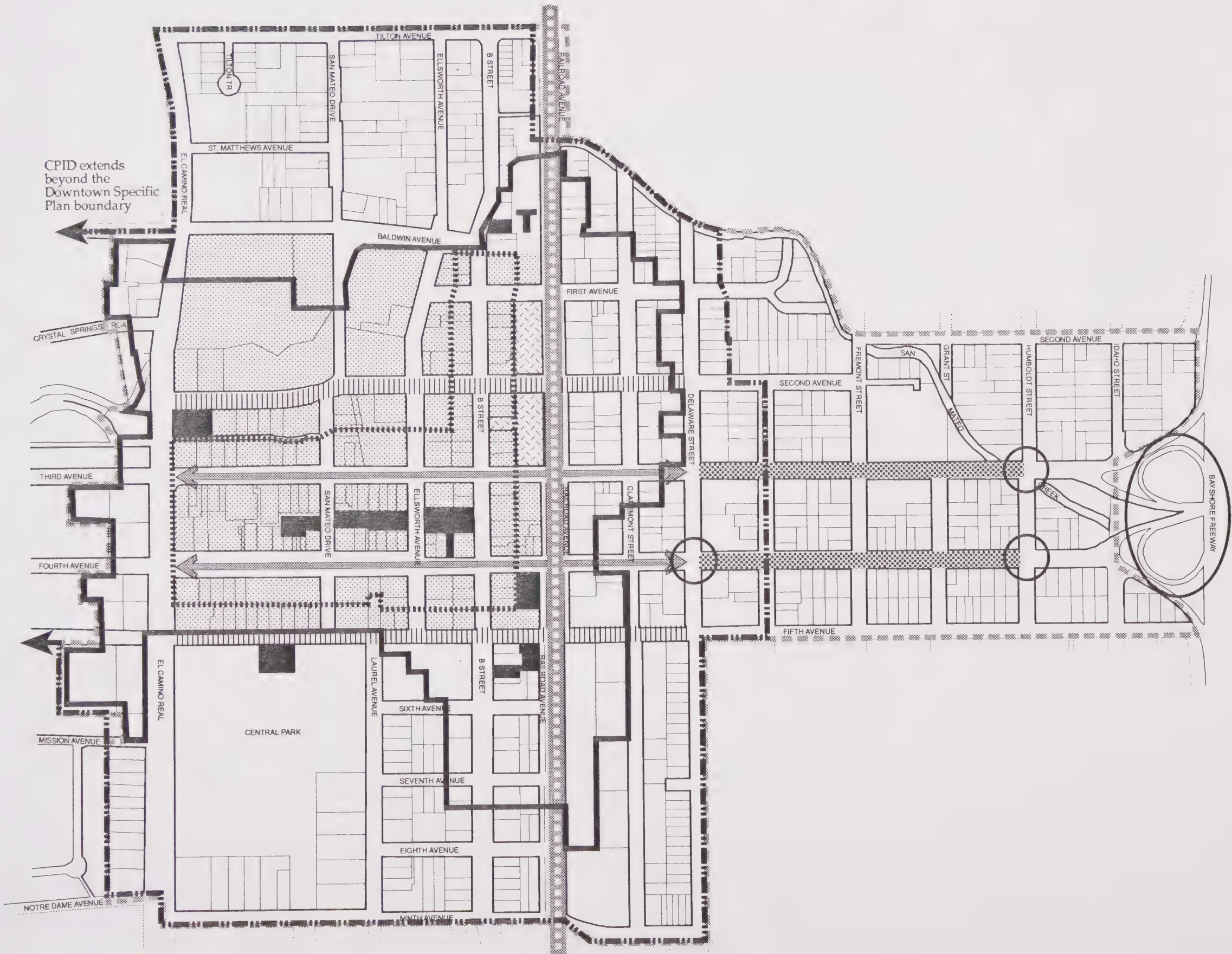
CP-16 Railroad Corridor Widening. Plan for a 3-track railway width through the downtown and limit redevelopment of sites with access only to Railroad Avenue.

In the event that separation of freight and passenger rail lines is necessary due to substantial increases in passenger service or conversion to a BART system, the rail corridor will need to be expanded to include three rails, and up to a 70-foot width may be required. The existing rail corridor narrows to 55 feet in the downtown primarily due to the existence of Railroad Avenue on the east side of the tracks. Future widening may limit access to some parcels along Railroad Avenue. In the event that such widening is needed, the Joint Powers Agency, consisting of local transit operators and CalTrans will be responsible for acquisition of any necessary right of way. The necessity for property acquisition due to widening is being examined as part of the City's railroad alignment study. In the interim, redevelopment of sites with access only to Railroad Avenue should be limited.

CP-17 Transportation Systems Management. *Require participation in TSM measures, such as car/van pooling, staggered work hours and transit use, as a condition of approval for projects anticipated to generate significant parking and traffic impacts.*

The City's Transportation System Management ordinance specifies mandatory measures to change travel behavior and reduce trips during peak commute hours. These measures include ridesharing, work pattern changes, transit and bicycle use, and preferential parking controls. Implementation of these measures will result in a reduction of parking and traffic impacts generated by employees who work in downtown San Mateo.

Figure 18
**Circulation and
 Parking Plan**



-  CPID Parking Facilities
-  Traffic Improvements for Acceptable Level of Service
-  Proposed Relocated Train Station
-  Reduced Residential Parking Requirements in the CBD
-  Widening of Third and Fourth Avenues from 2 to 3 Lanes
-  Improvements to Second/Fifth Avenues as Major Access Routes
-  Maintain Existing Two-Way Street System on Third/Fourth
-  Remove Main Street Garage if Replacement Parking Provided
-  Plan for 3-Rail Wide System (Study of Grade Separation)
-  Central Parking and Improvement District (CPID)
-  CPID Primary Benefit Zone
-  Limited Parking Zone



Chapter 7

**Public Improvements
and Plan
Implementation**

Chapter 7

Public Improvements and Plan Implementation

Background

Fiscal Considerations

The future development of downtown San Mateo will require new public infrastructure that will have impacts on public services (costs) and revenues. In 1992, the City of San Mateo, like most cities in California, is experiencing serious financial strain. Public improvements, such as street construction and repair, bridges, sidewalks, and other infrastructure, are financed through a wide variety of funding sources. Such sources include, but are not limited to, federal and state funds, local bond proceeds, assessment district revenues, redevelopment revenues, and development impact fees.

Fiscal analysis conducted using the market projections for development in the Downtown Specific Plan area indicates an estimated General Fund deficit of approximately \$180,000 annually by the end of the year 2005. In contrast, new projected development is expected to generate nearly \$955,000 per year to the Redevelopment Agency.

Redevelopment Agency

Because of the deficit in the General Fund, it will be unavailable for capital improvements. On the other hand, the Redevelopment Agency is intended to fund capital improvements. The table on page 7-7 lists the potential capital improvement projects for the Downtown Specific Plan area along with their estimated costs and possible funding sources. The total



*Fire Station at 120 South
Ellsworth Avenue*

cost of the projects exceeds \$108 million, not including the railroad corridor separation, which cannot be estimated at this time.

Under the existing Redevelopment Plan, the Agency is expected to have at its disposal approximately \$32 million through the life of the Redevelopment Plan, including existing fund balances and future tax increment. Of the \$32 million, approximately \$15 million must be used to create or rehabilitate affordable housing, leaving \$17 million available for non-housing related projects.

The amount of Redevelopment funding is substantially inadequate to fund the necessary projects to fully implement the Plan. This means that the Agency's funds must be leveraged shrewdly to maximize additional funding from other sources. Examples of other public sources that must be fully tapped are: Federal Community Development Block Grants; State and Federal grants; Sewer Enterprise Fund; Traffic Impact Fees; Central Parking and Improvement District (CPID) assessments; and County Bond and Initiative Proceeds.

Downtown Business Improvement District

The Downtown Business Improvement District (DBID) was established in 1986 in order to fund coordinated promotional events and activities to improve the downtown business environment. Special events include sidewalk sales, Victorian Days in the Park, and Spring Street Fair. The Downtown San Mateo Association serves as the implementation organization for the DBID.

Figure 19 "District Boundaries" shows the boundaries for: (1) Downtown Study Area; (2) Downtown Redevelopment Project Area; (3) Central Parking and Improvement District (CPID); (4) Primary Benefit Zone (portion of the CPID which is within 500-feet of a District parking facility); and (5) Downtown Business Improvement District (DBID).

Key Findings of the Background Analysis



- a. **Net Fiscal Benefit of New Development to the City.** New development at the end of the projection period (the year 2005) will generate a slight net fiscal deficit to the City's General Fund operating budget.
- b. **Lack of Funding for Public Improvements in Downtown.** Given the annual deficits, no revenues from the General Fund will be available to finance the needed public improvements in the downtown area.
- c. **Net Fiscal Benefit of New Development to the Redevelopment Agency.** New development will generate a net fiscal benefit to the City of San Mateo Redevelopment Agency.
- d. **Redevelopment Funding is the Most Viable Source of Funding for Downtown Improvements.** Given that the principle function of redevelopment is constructing public improvements that eliminate blight, the Redevelopment Agency is the most viable funding source for public improvements.
- e. **Redevelopment Funding Available in the Short-Term.** The Redevelopment Agency is likely to reach its tax increment limit and expire before the end of the projection period. Therefore, the Agency is best equipped to finance improvements in the short-term.
- f. **Leveraging of Redevelopment to Maximize its Impact.** Given that redevelopment can only fund a limited portion of capital improvements, the funds must be used in a way that leverages the maximum amount of funds from other sources.
- g. **Other Funding Sources.** Most of the costs of public improvements cannot be financed with redevelopment sources; therefore, the use of assessment/special districts, developer impact fees and/or federal and state monies will need to be maximized.
- h. **Downtown Management Needs.** Skillful and professional management of downtown will be critical to the success or failure of revitalization efforts.
- i. **Downtown's New Competitive Edge.** Competition from shopping malls will decline as mall development slows in the late nineties and consumers crave the uniqueness of downtowns over the sameness of malls.
- j. **Attraction of New Patrons.** Downtowns will be attractive to new immigrants as places of opportunity, to seniors returning to their roots, to Baby Boomers in search of new experiences, and to families looking for entertainment/outing centers.

Public Improvements and Plan Implementation Policies

Fiscal Concerns

PI-1 Public Improvement Investment. *Invest in public improvements and services which will promote the goals and policies of the Downtown Specific Plan, and which will encourage new development where services are, or can be, provided at the lowest cost.*

The other chapters of the Downtown Specific Plan contain policies regarding desirable land use and activity patterns and improvements in the quality of life in downtown. Public improvement and fiscal policies should support such policies. At the same time, the other portions of the Downtown Specific Plan reflect the availability of adequate infrastructure and the ability to make needed improvements.

Two interrelated strategies are being pursued in making public improvements: (1) Ensure that public improvements maximize the prospects for new development that generates the maximum revenue; and (2) ensure that public improvements enhance prospects for new development in accordance with the land use, urban design and transportation policies of the Plan.

PI-2 Cost-Benefit of New Development. *Ensure maximum revenues to the General Fund from new downtown development to off-set increased costs of normal services and development-related processing costs.*

Fiscal analysis indicates that a slight General Fund deficit will be generated by new development. The analysis indicates that the Redevelopment Agency will experience the largest net revenue benefit. Since funds accruing to the Agency can only be used for capital improvements downtown, this source provides the best opportunity for financing projects.

Cost-revenue analysis also shows that the costs for services in new development will not be covered by increases in annual revenues from development until the Redevelopment Agency expires, and a portion of its revenue begins flowing to the General Fund. The costs the City incurs providing services before new development revenues are available, such as building inspections, plan checking, planning application processing, etc. are largely recouped through the City's fee system. For example, activities of the Building Division are 100%

funded through fees, while Planning Division activities are approximately 75% funded through fees for service.

***PI-3 New Development Requirements.** Require new development to bear a fair share of the costs normally associated with development in San Mateo except where other important policies warrant City contributions in order to meet special need or implement an important public policy.*

Through such mechanisms as traffic impact fees, developers should continue to pay their share of public improvements which provide a benefit to their properties. Developers should also be required to mitigate a direct burden imposed by the development. Relief from this requirement may be justified due to financial hardship or where the result contradicts policies of this plan.

For low and moderate income housing, the City will need to fund improvements to make such development feasible. The City, through the Redevelopment Agency, will also attempt to purchase land or subsidize developers for the purposes of providing affordable housing. City/Agency subsidies will be available only for housing which is over-and-above that which is required by either redevelopment law or the City's inclusionary housing requirements.

Public Improvements and Expenditures

***PI-4 Public Improvement Funding and Redevelopment Tax Increment Funds.** Implement strategies for funding public improvements downtown which are the most consistent with the goals and policies of the Downtown Specific Plan. Leverage Redevelopment tax increment funds to maximize capital investments from other sources to defray, partially or fully, costs of improvements, especially off-site improvements, which will benefit multiple properties or the City as a whole.*

The capital improvement needs for downtown are substantial, and will require a significant leveraging of local funds to maximize financing from other sources. Redevelopment funds constitute a small portion of the total needed to finance projects estimated to cost in excess of \$108 million. A list of potential capital improvement projects and funding sources is shown on page 7-7 and also detailed in Appendix C "Non-Traffic Infrastructure Improvements."

New development in downtown will be dependent on upgrading and replacing off-site improvements which will be of benefit to several properties or involve correction of existing deficiencies. Typically, an individual development would be required through development impact fees and/or other contribution mechanisms to pay the cost for expanding or improving the facilities necessary to meet the additional demands placed on the system by their project, even if the improvements would serve other properties. This may have the effect of limiting downtown development.

The City should consider assisting in funding off-site improvements from tax increments or other sources of financing when it has the affect of leveraging funds to complete the listed projects. The developers in the area benefitted by the public investment would be required to compensate the City for the share of the public improvement which directly benefits their project. This will relieve the developers of unreasonable burdens of funding off-site improvements, and thereby encourage developments in those areas. If the City does not have adequate funds when a development is to proceed, it may be feasible to reimburse such costs as tax increments are received.

The City should use tax increments to construct such improvements in areas where they are considered critical, rather than wait for private redevelopment. The City should also use redevelopment tax increment to finance additional parking in situations where it is crucial to the effective development of the area. Sufficient tax increment funds have been accumulated to either purchase land for public-private joint venture development, or to begin constructing significant public improvements.

The portion of improvements that cannot be financed through existing fund balances can be paid for either through a system of pay-as-you-go, or by issuing bonds. If the construction of improvements requires the issuance of bonds or other debt mechanisms, they need to be issued soon, since the Redevelopment Agency is projected to reach its tax increment limit. and therefore be eliminated sometime around the year 2004.

Downtown Specific Plan Potential Capital Improvement Projects and Funding Sources

Description of Improvement	Estimated Cost (1993 Dollars)	Potential Funding Sources
Key Site Purchase/Lease	\$6,000,000	RDA
Main Street Garage Demolition/Replacement	\$4,500,000	RDA
Train Station Move to North First Avenue	\$250,000	RDA, JPA
Caltrain Parking Structure	\$5,500,000	RDA, JPA, State/Fed Grants
Third/101 Interchange and Humboldt Bridge	\$8,500,000	RDA, State/Fed Grants, Meas. A, Prop 111
Third/Fourth Avenue Widening	\$1,000,000	RDA, Measure A, Proposition 111
Third/Fourth and Fourth/Delaware Intersection Improvements	\$100,000	RDA, State/Fed Grants, Impact Fees
Underground Utilities (3rd/4th Avenues from Humboldt to Delaware)	\$2,000,000	Utility Companies
Utility Conversions for Undergrounding	\$200,000	RDA, CDBG
New Library	\$15,000,000	RDA, City General Fund
Central Park Improvements	\$1,350,000	RDA, Park In-Lieu Fees
Pocket Park (Main Street Garage Ramp site)	\$200,000	RDA, Park In-Lieu Fees
Parking Sites/Structures*	\$5,000,000	RDA, CPID
Repair Parking Structures	\$2,000,000	RDA, CPID
Nuckles Site Purchase	\$300,000	RDA
Gateway Entry Features (3rd/4th Avenues)	\$250,000	RDA, State/Fed Grants, General Fund
Housing Sites Outside RDA	\$2,000,000	RDA, CDBG, HOME
Museum/Cultural Facility	\$25,000,000	RDA, County/City Bond Proceeds
City Hall	\$10,000,000	RDA, City General Fund
Railroad Corridor Widening	Unknown	RDA, JPA, State/Fed Grants
Street Trees	\$200,000	RDA
Pedestrian Amenities (sidewalks, newsracks)	\$100,000	RDA
Third/Fourth Avenue Landscaping and and Lighting (Humboldt to Railroad)	\$1,000,000	RDA, CDBG
San Mateo Creek Linear Park*	\$14,000,000	RDA, Park In-Lieu Fees
Sewer System Upgrades	\$500,000	RDA, Sewer Enterprise Fund, Impact Fees
Street Repaving	\$300,000	RDA
Second/Fifth Traffic Improvements (Phase 1)	\$100,000	RDA (as development occurs)
Street Light Circuits	\$200,000	RDA
Storefront Improvements	\$825,000	RDA
Seismic Retrofit	\$700,000	RDA, CDBG
Residential Conversions (Commercial space to residential)	\$1,000,000	RDA, CDBG, HOME
Total	\$108,475,000	

Notes:

* Estimate from the General Plan Capital Improvement Plan.

(RDA) Redevelopment Agency.

(JPA) Joint Powers Authority of San Mateo, Santa Clara and San Francisco Counties.

(CPID) Central Parking and Improvement District.

(CDBG) Federal Community Development Block Grant Program.

(HOME) Federal Home Investment Partnership Act Program.

***PI-5 Public Improvement Priorities.** Give highest priority to public improvements which are currently affordable and which will have the greatest economic development impact.*

To have maximum impact in the downtown area with limited funds, the City should undertake improvements which will make the greatest impression or require immediate action, and which can be funded.

***PI-6 Available Revenue Sources.** Make maximum use of available revenue sources for specific projects.*

All improvements cannot be funded with redevelopment tax increment funds. Other funding sources are, or can be, available both from City and non-City sources. An example is major traffic improvements, such as the interchange at U.S. 101, which will be funded largely from federal and state monies, in addition to a contribution from County bond proceeds and redevelopment tax increments. City funding should be a last resort. In addition, certain projects can be funded from the CPID, gas taxes, sewer service charges, and the General Fund.

***PI-7 Central Parking Improvement District Financing.** Increase the financial capacity of the Central Parking Improvements District to expand public parking facilities and achieve an equitable relationship between parking costs, user fees and benefit assessments for parking.*

The Central Parking Improvement District was created to finance the construction of shared public parking in the downtown area. The District is divided into two areas. The "Primary Benefit Zone" (PBZ) consists of the area which is currently served by existing District-supported parking facilities. The boundary of the PBZ is that area which is within 500 feet (approximately two blocks) of any existing District facility.

The City's parking strategy and subsequent parking surveys identify the need to provide additional parking downtown, particularly in the North B Street area. There is also an interest in expanding the PBZ into areas further north along B Street to Tilton Avenue. Such an expansion will require the purchase of additional land for the construction of public parking facilities in that locale. In the event that such an expansion occurs, properties in the area will pay higher assessments but be given more flexibility to house businesses that generate more intensive parking demand, such as restaurants. Such flexibility would enhance the economic development potential of the area.

Downtown Specific Plan Implementation

PI-8 City Leadership. Recognizing fiscal and legal constraints, the City will take an active leadership role in achieving the goals of the Downtown Specific Plan.

A number of actions on the part of the City will be required to implement the Downtown Specific Plan. The primary implementing tool will be the Zoning Ordinance. The primary modifications needed to the Zoning Ordinance to assure consistency with the Downtown Specific Plan are listed on the next page.

The City will also continue its role in economic development facilitation through the Redevelopment Agency, which provides the primary source of funding for downtown improvements.

The City shall continue in its joint efforts with other downtown organizations and associations, such as the Downtown San Mateo Association to increase the number of special events/activities in downtown and to provide overall management of the downtown's economic development in attracting complementary retail stores.

Primary Implementing Programs

- (1) Incorporate railroad alignment study findings and policy changes.
- (2) Develop design plan for the area around the new train station.
- (3) Zoning Code Amendments.
 - a. Change uses allowed in required retail frontage areas.
 - b. Fast food as special use.
 - c. Historic District.
 - d. Historic regulations for buildings outside the historic district.
 - e. Multi-family residential parking requirements.
 - f. Creek setbacks.
 - g. Building setbacks for service commercial
 - h. Outdoor display and vendor regulations.
- (4) Zoning Map Amendments consistent with the Downtown Specific Plan.

- (5) Design Guidelines
- (6) Historic Preservation Guidelines.
- (7) Amend City Traffic Mitigation Plan (possible amendment of City Traffic Impact Fee).
- (8) Amend City Street Tree Master Plan (establish a more uniform approach with trees that do not block buildings).
- (9) Expand the primary benefit zone of the CPID.
- (10) Work with the JPA to relocate train station.
- (11) Prioritize and implement non-circulation public improvements, including but not limited to:
 - a. B Street Mini-Park
 - b. Central Park Improvements
 - c. Entry Features
 - d. Main Street Garage
- (12) Implement traffic improvements:
 - a. Third/101 Interchange
 - b. Third/Fourth Avenues widenings from 101 to Delaware
 - c. Second/Fifth Improvements
 - d. Intersections included in the City's Traffic Mitigation Report (Third/Humboldt, Fourth/Humboldt, and Fourth/Delaware).

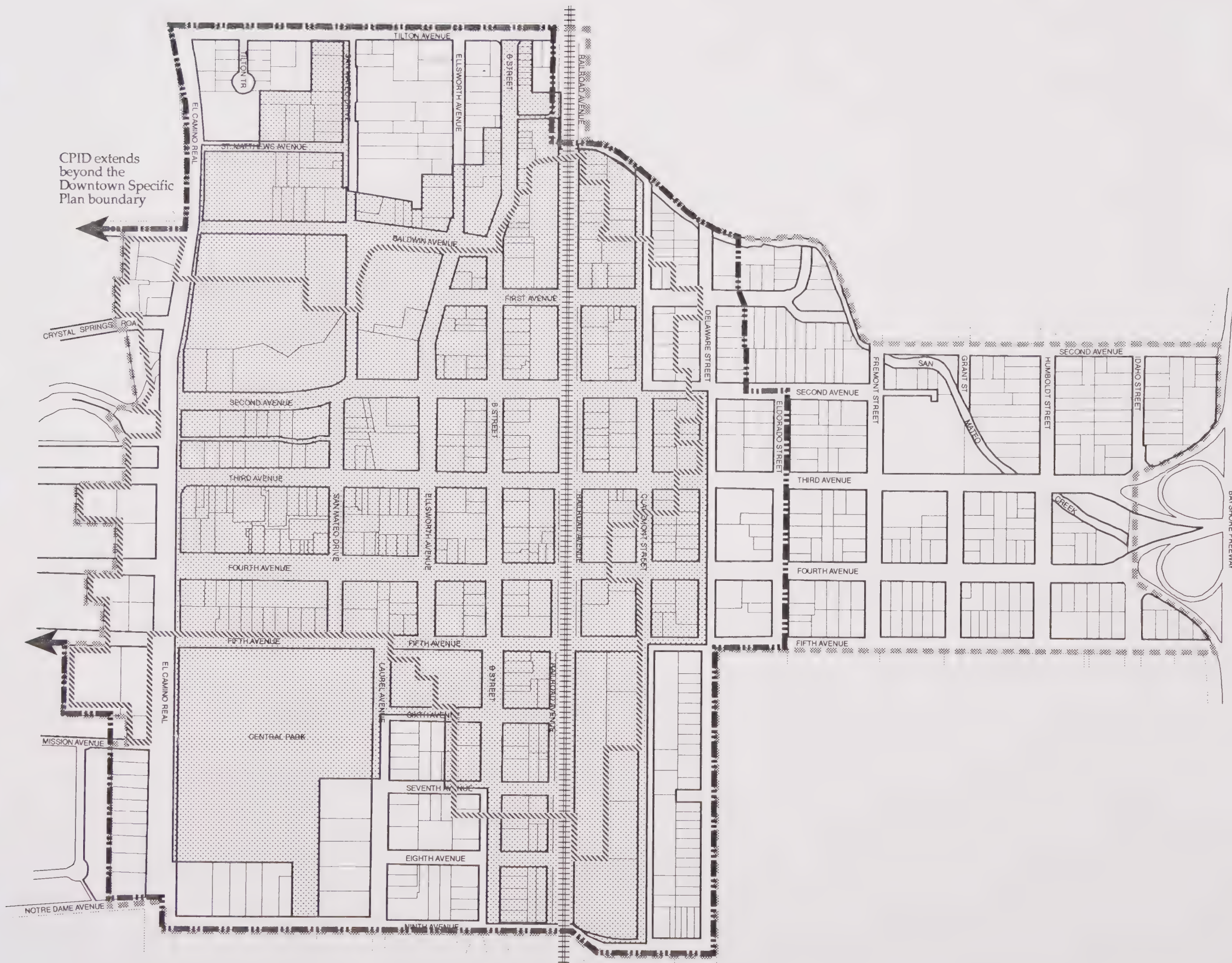


Figure 19
**District
Boundaries**

-  Downtown Study Area
-  Downtown Redevelopment Project Area
-  Central Parking and Improvement District (CPID)
-  Primary Benefit Zone (portion of CPID which is within 500 feet of a District Parking Facility)





Appendices

Land Use Categories

Overview

The land use categories, which are graphically depicted on the Downtown Land Use Plan map (Figure 11), are intended to cover the range of all residential and non-residential land uses in the downtown, to be consistent with the City of San Mateo General Plan, to provide a distinct range of acceptable uses within each category, and to briefly describe the essential characteristics of each category. Below are the categories.

Residential Land Use Categories

Residential land use categories include residential uses, as well as other uses which may serve and are typically compatible with residential neighborhoods. Allowable densities for the residential categories are expressed in units per net acre and people per net acre as delineated on the Downtown Land Use Plan map, which excludes land which may be dedicated for public streets and other purposes. Maximum building height is graphically depicted on the Building Height and Bulk Plan.

SINGLE FAMILY RESIDENTIAL

Single Family Residential (Up to 9 units per acre — 20 persons/acre)

One dwelling unit per parcel, with the potential for a secondary dwelling unit with an approved Special Use Permit. Other uses which are potentially compatible with single-family neighborhoods but require Special Use Permits include but are not limited to religious facilities, day care and group care facilities, schools and cemeteries. Home occupations are permitted subject to compliance with City standards.

MULTI-FAMILY RESIDENTIAL

Attached dwellings often in multi-story buildings, with the permitted number of dwellings varies by location and parcel size, depending on the surrounding land uses and proximity to major streets and transit facilities. Density bonuses may be obtained for provision of low and moderate income units and for senior housing developments. Uses

requiring a Special Use Permit include those allowed in the Single-Family Residential category as well as convalescent care facilities, philanthropic or eleemosynary uses, hospitals, fraternities, apartment hotels, residential care facilities, and private clubs.

Low Density Multi-Family Residential (9 to 17 units per acre — 21 to 39 persons/acre)

Lower density residential uses such as duplexes and townhouses, typically one to two stories, usually located in close proximity to single family areas.

Medium Density Multi-Family Residential (18 to 35 units per acre — 40 to 80 persons/acre)

Apartment and condominium developments, typically two to four stories, which include on-site useable open space.

High Density Multi-Family Residential (36 to 50 units per acre — 81 to 115 persons/acre)

Higher density multi-family areas, typically three to five stories, usually located near transportation corridors, major streets and commercial areas.

Multi-Family Residential/Parking (36 to 50 units per acre — 81 to 115 persons/acre)

Higher density multi-family areas, typically three to five stories, usually located near transportation corridors, major streets and commercial areas. Parking may also be provided on these sites to serve adjacent commercial uses.

Non-Residential Land Use Categories

Non-residential land use categories include a wide range of commercial and public facilities. The intensity or scale of development is limited by a combination of building height and floor area ratio. The intensity standards associated with each land use category are generalizations and do not supersede site specific standards or the standards identified on the Building Height and Bulk Plan.

Transportation corridors include the Bayshore Freeway and the railroad corridor which provide mass transportation. Portions of the railroad corridor not required for transportation purposes may be considered for other uses. Consistent with the General Plan, Mills Hospital is considered a major institution/special facility.

Neighborhood Commercial (FAR of 0.5 to 1.0)

Includes shopping centers serving the immediate neighborhood and including offstreet parking, or, clusters of street facing storefronts. These areas often include uses such as supermarkets, bakeries, drugstores, restaurants, delicatessens, barber shops, hair salons, laundromats, hardware stores, dry cleaners, small offices and other personal services.

Downtown Retail Core (FAR of 3.0)

A wide range of retail, service and office uses, characterized by ground floor stores and restaurants and public parking. High-density residential and office uses are encouraged above the ground floor. Densities up to 75 units per acre may be permitted for those locations specified in the Land Use Element of the General Plan.

Downtown Retail Core Support (FAR of 3.0)

A wide range of retail, service and office uses to both support the Downtown Retail Core and serve adjacent residential neighborhoods. High density residential and office uses are encouraged above the ground floor.

Auto Support/Service Commercial (FAR of 1.0)

Facilities which provide city-wide and regional services including automobile and truck repair, building material yards and animal hospitals. These uses are generally located away from residential areas due to potential noise, air quality and parking conflicts. While residential uses are not permitted in service commercial areas, homeless shelters and other forms of transitional housing may be allowed with a special use permit.

Office (FAR of 0.5 to 2.0)

Office parks as well as concentrations of medical or professional offices. Accessory uses permitted include restaurants, personal services, travel agencies, printing, ticket outlets, clubs, and recreation facilities.

Mixed Use

Residential uses ranging from low to high densities are allowed in all non-residential land use categories except service commercial and parks/open space. Mixed use incentives are provided in commercial retail and executive office areas where development incentives, typically increased height and floor area, are provided to encourage housing development, ranging from low to high densities, typically in buildings greater than two stories, in addition to retail and office uses.

Park/Open Space

Public parks and City-owned conservation lands and private open space or recreation facilities.

Recommended Traffic Improvements

Intersection	Recommended Traffic Improvements
Third Avenue and Humboldt Street	■ Reconstructing the westbound roadway to accommodate three lanes from the freeway overcrossing plus two lanes from the U.S. 101 southbound off-ramp. ■ Reconstructing the northeast quadrant curb return at a wider radius to better accommodate large trucks. ■ Installing a south-to-westbound right-turn lane on South Humboldt Street and restriping the north and south legs of Humboldt Street to accommodate both southbound through movements and west-to-southbound left-turns from Third Avenue. ■ Restriping the western leg of Third Avenue for three through lanes. ■ Modification and relocation of traffic signal equipment.
Fourth Avenue and Delaware Street	■ Restripe southbound approach to provide one thru-right, one thru-and one existing left, and modify signal phasing to provide a 3-phase operation.
Fourth Avenue and Humboldt Street	■ Restriping the west leg of East Fourth Avenue to three through lanes plus an east-to-northbound left-turn lane near the intersection. ■ Restriping the northern leg of South Humboldt Street to create a left-turn and shared through-left-turn lane. ■ Restriping the eastern leg of East Fourth Avenue to create three lanes: the southern (outer) lane would provide access to southbound U.S. 101 on-ramp; the northern two (inner) lanes would provide access to the Third Avenue overcrossing only. ■ Modifying traffic signals to implement split phasing for north-south traffic. The split phasing would be needed to allow south-to-eastbound traffic to turn left from two lanes. Facilitating left-turn movements from two lanes would reduce the green time required to serve Humboldt Street. ■ Creating a north-to-eastbound right-turn lane via restriping.

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Non-Traffic Infrastructure Improvements

Background

A number of non-traffic related improvements to downtown public services and facilities will be required to serve projected development. These include the provision of sewer, water, drainage, solid waste disposal and energy services.

Sewer

The City of San Mateo's sewer lines that convey wastewater from individual residences and businesses have not been surveyed and tested on a citywide basis. Due to the varying age, size of lines, terrain, and soil conditions, some of the lines are not functioning at optimal capacity. The City has an ongoing program for inspection and correction for main lines and laterals which demonstrate poor performance. The City also requires major new developments to analyze main sewer lines in the project vicinity and make any improvements necessary to accommodate new wastewater flows.

Although there are no service problems at present, downtown sewer lines are old and consequently water infiltration during the rainy season is a problem. The area is served primarily by six-inch lines, although some larger ones have been installed recently to handle the increased flow from new projects. Although the trunk lines are operating within their design capacity, collector line capacity limitations affect the central and northern part of the retail core, Claremont, and North B Street districts, and most of the Gateway area, except along Fifth Avenue. Line segments that are currently operating at maximum capacity and would probably require upgrading in the case of future development include:

- (1) The west side of El Camino Real between Baldwin Avenue and Crystal Springs Road.
- (2) The west side of El Camino Real between Fourth and Ninth Avenues.
- (3) Ninth Avenue, 120 feet east from El Camino Real and between Laurel and Railroad Avenues.
- (4) St. Matthew's Avenue between El Camino Real and San Mateo Drive.

- (5) Baldwin Avenue between El Camino Real and San Mateo Drive.
- (6) San Mateo Drive between Tilton and Baldwin Avenues, 120 feet north from Fifth Avenue.
- (7) Street between First and Second, Fourth and Fifth Avenues.
- (8) Third Avenue between El Camino Real and Ellsworth Avenue.
- (9) Ellsworth Avenue between Third and Fifth Avenues.
- (10) Fifth Avenue between Ellsworth and B and between Claremont and South Idaho Streets.
- (11) Claremont Street between San Mateo Creek and Second Avenue.
- (12) Third and Fourth Avenues, Eldorado Street to U.S. 101.
- (13) Second Avenue, between Claremont and Eldorado Streets.
- (14) South Fremont Street between Second and Fifth Avenues.
- (15) Grant Street between Fourth and Fifth Avenues.
- (16) South Idaho Street, between Fourth and Fifth Avenues.
- (17) Eldorado Street between Second and Third Avenues.

Water

Water for residential, domestic, and outdoor uses, as well as for fire fighting, is provided by the San Mateo District of the California Water Service Company, which relies on a combination of local reservoirs and the Sierra Nevada system (primarily the Hetch Hetchy reservoir) of the San Francisco Water Department for its supply. The supply is supplemented by water from San Antonio and Calavaras reservoirs located in Alameda County, and the Crystal Springs, San Andreas and Pilarcitos Reservoirs in San Mateo County. The total water supply is 400 million gallons per day (MGD). However, the present delivery capacity stands at 300 MGD. Groundwater is not used as a source for domestic water supply.

Although supplies at present are adequate for domestic uses, lines do not exist or are too small to provide adequate fire flows or access to fire hydrants in some areas in the downtown, namely properties adjacent to the railroad tracks, St. Matthew's Avenue between North El Camino Real and North San Mateo Drive, Claremont Street between San Mateo Creek and Fifth Avenue, East Third Avenue and East Fourth Avenue between South Claremont and South Idaho, South Delaware between Fifth and Ninth Avenues. Many of the water lines in the plan area have deteriorated with age. The California Water Service Company is limited in its ability to finance improvements and expansions by the service fees it charges existing customers.

The recent statewide drought required existing California Water Service Company customers to conserve water. Absent a building moratorium, however, the company's policy is to continue to provide water to new development, and to encourage the most efficient possible water use. The Company considers high density housing units fitted with water-conserving devices (e.g., low-flow faucets) to be a type of development that uses water relatively efficiently.

Drainage

Storm runoff, which generally occurs during rainfall and is thus of short, intense duration, presents problems of both water quality and quantity. The quality of the receiving waters is affected by the contents of the runoff, such as automobile grease and oil. The quantity of runoff is determined by factors such as intensity, distribution and duration of precipitation, shape and slope of the catchment area, and infiltration capacity of the soil.

San Mateo Creek, one of numerous stream channels running through the city, originates from Lower Crystal Springs Reservoir at Crystal Springs Dam and enters San Mateo two blocks west of El Camino Real in the downtown area. There are long stretches of natural creek area between El Camino Real and Highway 101. For part of the way between El Camino and Highway 101, the creek is channeled underground or routed through concrete surface culverts. The size and construction material of the creek channel vary throughout downtown because improvements by property owners have been sporadic and individual. The creek is within the jurisdiction of the Army Corps of Engineers and the State Department of Fish and Game.

The system at present is inadequate in that its capacity can handle only a 15-year storm. The City's design standards now require enough drainage to prevent a 25-year storm from flooding beyond the street curb, and a 100-year storm from flooding beyond a public sidewalk. CalTrans has requested that a 100-year storm be the design criterion for all storm drainage improvements, especially for San Mateo Creek near El Camino Real and Highway 101.

These following areas have inadequate drainage capacity and are not protected against flooding above curb height during a 25-year storm:

- (1) San Mateo Drive and Ellsworth Avenue between Second and Fifth Avenues;

- (2) Sixth, Seventh, Eighth and Ninth Avenues between Central Park and the east side of the railroad tracks;
- (3) Fourth/Fifth Avenues between El Camino Real and Delaware;
- (4) Eldorado Street between Third and Fifth Avenues; and
- (5) El Camino Real and Delaware Streets.

In the event of a 100-year storm, two points adjacent to San Mateo Creek would be subject to flooding. Overflow near Second and El Camino would lead to inundation of the northwest corner of the study area. This area is currently used for medical and professional offices, parking and residences. Mills Hospital is outside the floodplain, but the basement has flooded in the past.

After leaving the Mills culvert, San Mateo Creek enters a 31.5 foot semi-circular arch culvert running beneath Baldwin Avenue. This arch culvert is much larger than the Mills culvert, and has an estimated capacity of 5600 cfs. The creek reemerges at the Southern Pacific Railroad (SPRR), where it has a capacity of 2000 cfs. Below the SPRR, flooding is generally contained within the channel until it reaches the upstream end of the Fremont bridge. Overbank flooding occurs between Fremont Street and the Highway 101 culvert due to a reduced channel capacity of 1,300 cfs or less at various bridges, culverts, and channel constrictions.

The City and other agencies do not conduct water quality monitoring of creeks and channels. Available information from monitoring of San Francisco Bay do give indications of what is found in the streets and channels. City runoff includes pollutants dumped into the waterways that enters the Bay directly without treatment. This runoff, from sources such as streets, parking lots, and commercial and industrial operations, is generally low in sediments but includes significant amounts of oils, grease, heavy metals, nutrients, litter, and bacteria.

Lower Crystal Springs Dam retains water supply for San Francisco and most cities within San Mateo County. In 1977, the seismic safety of the dam was studied, finding that the risk of structural damage to the dam in a maximum 8.3 Richter magnitude earthquake is low, and that landslides which might be triggered by such an earthquake would not generate waves capable of overtopping the dam. Although the probability of Lower Crystal Spring Dam's failure is remote, should such an event occur, the San Mateo Area Office of Emergency Services (OES) estimates that a population of 70,000 would be affected, with

inundation occurring from the downtown area north to the Burlingame Recreation Lagoon and south to the Ralston Avenue/US 101 interchange.

However, the storm drains serving the downtown area are currently inadequate, and will eventually have to be upgraded to reduce street flooding. Upgrading of these storm drains would involve large portions of the downtown area, and should be undertaken as part of a coordinated plan by the City. New office development is proposed for the area bounded by El Camino Real, Delaware Street, Baldwin and Fifth Avenues, where storm drainage is already inadequate. At present, the areas described under above are not protected against flooding above curb height during a 25-year storm.

Solid Waste Disposal

Waste materials generated by households and businesses in San Mateo contain recyclable and non-recyclable items. Changes in state law over the last several years have totally reorganized solid waste management to address the problem of overflowing landfills by focusing on source reduction, recycling and composting. Recent recycling programs have been instituted which are projected to result in 25% of all waste materials being recycled. Among the provisions of the law is the creation of a State Board with broad authority to include review, approval and enforcement of local Integrated Waste Management Plans (IWMP), to issue permits for and inspect all landfills, and oversight authority of local enforcement agencies. IWMP's must contain a facilities siting plan for solid waste facilities and a source reduction plan.

The City of San Mateo contracts directly through an exclusive franchise for residential pickup and most commercial collection, including recycling service, with Browning-Ferris Industries (BFI). BFI deposits solid waste from the project area at Ox Mountain, Half Moon Bay, a site owned and operated by BFI that contains 2,183 acres. BFI recently applied for and received San Mateo County Planning Commission approval for improvements that will extend the life of the landfill for another 15-20 years, or until about 2005. After that time, BFI plans to expand the landfill into an adjacent canyon, although this expansion would require additional approvals.

While the generation of additional solid waste is an unavoidable result of any additional development, solid waste and compost disposal facilities are anticipated to be adequate to meet the need generated by additional development attributable to the proposed plan and zoning through the year 2005.

Energy

For the San Mateo area, Pacific Gas and Electric (PG&E) provides gas and electric service, Pacific Bell provides primary telephone service, and TCI Cablevision of California provides cable television. The cable television system expands into areas only where a sufficient number of potential users exists to provide adequate economic return.

Energy growth is stable at about 1% to 2% per year, and the system capacity is adequate to accommodate future growth and development through 2005. Pacific Bell system capacity is adequate to provide service through 2005. Cable TV system capacity is adequate to provide and expand service through 2005 although increased channel capacity is desired by the community.



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